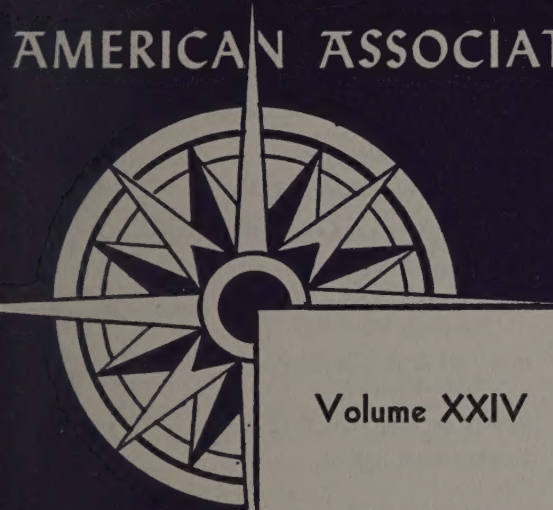


THE COMPASS

AMERICAN ASSOCIATION OF SOCIAL WORKERS



Volume XXIV

September 1943

Number 6

ARTICLES ON

PERSONNEL PROBLEMS

TRAINING FOR FOREIGN RELIEF
ADMINISTRATION

THE FIRST FEDERAL RELIEF PROGRAM

SOCIAL WORKERS IN THE CANADIAN ARMY

REPORTS ON

MAIL VOTE

ANNUAL ELECTION

WARTIME COMMITTEE ON PERSONNEL

WE are fortunate, in this issue of *The Compass*, to be able to make up in part for the cancellation of the Cleveland meeting of the National Conference of Social Work and the resultant cancellation of AASW meetings during the conference week. Mr. Mayo and Miss Hathway, who were scheduled to address one of the AASW meetings dealing with current personnel problems, have kindly allowed *The Compass* to reproduce their papers, to be found on pages 3 and 7. These papers continue discussions about social work's manpower problems and offer clear and challenging analyses of what lies ahead for the profession.

WITH the maze of problems and difficulties, and of solutions proposed, which are before social workers these days, there is encouragement indeed in Joanna Colcord's story about social work's participation in the first federal relief program. There are no laurels there to rest on; rather there is an example of tireless professional effort which achieved a united front for social work and an effect on public policy translated into concrete legislation. We did it then; we can do it again—for as the situation has increased in complexity so has the profession become older and wiser.

THIS issue carries also reports on the results of the two occasions provided in the late spring for direct expression of membership opinion in the affairs of the national association: the annual election, and the mail vote on membership requirements and incorporation.

DON'T miss page 11 for news of an important accomplishment for social work!

TABLE OF CONTENTS

	Page
The Manpower Dilemma in Social Work Leonard W. Mayo	3
Utilizing Available and New Personnel Marion Hathway	7
An Army Number	11
Problems of Training for Administration of Foreign Relief and Rehabilitation Philip C. Jessup	12
Results of Association Election	16
Social Work and the First Federal Relief Program Joanna C. Colcord	17
Social Workers in the Canadian Army Elisabeth Wallace	24
Roll Call of Recruitment Ruth Gartland	27
Report on 1943 Mail Vote	32
Compass Exchange	35

THE COMPASS

Published six times a year: in November, January, March, April, June, and September by
AMERICAN ASSOCIATION OF SOCIAL WORKERS
Publication office 374 Broadway, Albany, N. Y.
Editorial and General office 130 East 22nd St.
New York 10, N. Y.

VOLUME XXIV

NUMBER 6

Officers

Grace L. Coyle, *Pres.* Frank J. Hertel, *3rd V-Pres.*
Ruth Gartland, *1st V-Pres.* Paul L. Benjamin, *Treas.*
William W. Burke, *2nd V-Pres.* Lillian H. Adler, *Sec.*
Joseph P. Anderson, *Executive Secretary*
Elisabeth Mills, *Associate Executive Secretary*

THE COMPASS: Edited by the Staff

Entry as second-class matter at the post office at
Albany, N. Y.

Acceptance for mailing at the special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 28, 1924

Subscription: Non-Members \$1.00 per annum. Subscription of members of the Association included in annual dues.

THE MANPOWER DILEMMA IN SOCIAL WORK IN PRESENT JOBS AND IN NEW FIELDS

By **Leonard W. Mayo**, Dean, School of Applied Social Sciences, Western Reserve University

THE present manpower dilemma in social work may be framed in the form of a double question: How can we man our regular "stations" in social work and at the same time serve the new outposts which are now developing? That we must serve the outposts is clear not only because we are in a war and must serve wherever we are needed but because the outposts are significant guides to the future of social work.

For months social work has experienced a serious personnel shortage. It has the same general characteristics as the shortage in industry, i.e., heavy demands in highly concentrated areas with a widely scattered supply and a greater shortage in some functions than in others. The social work shortage, however, includes two other factors, namely, an inadequate basic supply even before Pearl Harbor, and our inability to date to recruit, and provide short-time training on a mass emergency basis.

The prestige and financial backing of the government and some private resources have been invoked in recruiting and training for industry, for the several auxiliary services to the armed forces, and for the Red Cross and USO. Social work has not enjoyed these advantages. As a matter of fact, it was only after months of hard work that the War Manpower Commission agreed to recognize the essential nature of social services. Efforts are still being made by the professional associations and the Office of Community War Services to secure federal scholarships to prepare men and women for essential social work jobs.

According to the latest reports available,¹ it is conservatively estimated that 12,000 to 15,000 additional trained social workers in all categories are now urgently required. Over 5,000 of these are needed for wartime agencies alone. In spite of the unprecedented growth

in the number of social workers in the country (eighty per cent in the last decade), the present shortage is growing more serious. Our situation must be viewed, of course, in relation to the over-all manpower situation. We are told that during the coming year industry and the armed forces will require 6,400,000 more men and women. Of these, 2,700,000 will probably be women, a sobering fact when it is realized that social work is now depending largely on women for its own recruits.

A comprehensive definition of social work, long required, now becomes a "must," for we need to identify in lay terms its most essential wartime aspects. The Manpower Commission put its finger squarely on this lack several months ago when it stated that the job classifications we had prepared and the job titles we were using were neither definitive nor descriptive. It was at this point that the Wartime Committee on Personnel began to apply itself with good effect to these tasks.

It is obvious that social work cannot be defined apart from the purposes and functions of democracy of which it is an integral part. The high purpose of a democracy is to create free people, people who are *able* and willing to accept responsibility for themselves and their fellows and for the maintenance and growth of democracy itself. There are certain handicaps, as we know, of both a tangible and intangible nature, which deny to some persons the full exercise of their potential powers and which may eventually place them in that group whose members cannot maintain themselves or contribute to the total good. These handicaps may be physical, mental, or emotional and may result in economic want, in acute physical or mental illness, or in general social ineffectiveness.

Research has revealed that the mental and physical health and moral atmosphere of a home and a community wield a controlling influence in determining the growth and de-

¹ Johnson, Arlien, *Professional Education for Social Welfare Services in Wartime*, The American Association of Schools of Social Work, March, 1943, and Leonard W. Mayo, *Recruiting*, Survey Mid-monthly, January, 1943.

velopment of personality. Experience and research have demonstrated further that a full understanding of these facts and their implications, a deep respect for people, and skill in dealing with them are the most effective basic means of helping individuals and communities to create the conditions and atmosphere necessary to wholesome and productive living.

Thus, social work addresses itself to the business of human salvage. It operates at all the strategic points of human experience: in families, with individual children and adults, in play and educational and cultural groups, in hospitals under the direction of physicians and psychiatrists, in schools in cooperation with teachers and administrators, and, increasingly now, in the armed forces, and in business and industry. Its objective is to prevent the breakdowns of individuals, families, and communities, and to strengthen the ability of people to work out their own solutions and develop their own capacities and latent powers.

The main sources of social work knowledge are psychology, sociology, anthropology, history, and the other social sciences. Its philosophy is rooted in that of education and religion. Its techniques have been created largely out of the patient-physician relationship as developed by medicine and the teacher-class relationship known to education.

Social work is a necessity during war as it is in any crisis when fear and sorrow, insecurity and death threaten and when the need for courage and stability and faith in oneself and in society are paramount. It is a healing agent, a constructive force, a method of individual, family, group, and community development. It is a medium for the full expression of the whole meaning of democracy and world fellowship.

The writer lays no claim to perfection in so far as this descriptive definition goes but it is submitted as a rough example of the manner in which we must constantly seek to put our function into simple terms.

There is now general agreement that the essential wartime services in social work fall within three main categories, services to the armed forces and their families, to the families of industrial workers, and services devoted to the health and efficiency of the general civilian population.¹ The analysis of these services,

¹ *Essential Services and Training Needs in Social Welfare*, a report of the Wartime Committee on Personnel in the Social Services.

though not yet perfected, and the classification and definition of jobs as worked out by the Wartime Committee on Personnel, constitute a substantial all-time contribution to our profession.

Services within these three categories must be not only protected but extended during this period. There have been criticisms and there will be more, to the effect that we are seeking to multiply jobs on the basis of self-interest and aggrandizement. We must press forward in spite of such claims.

We ourselves have been guilty of holding back to some degree because of our fear of "lowering standards." We must remember that standards are only a means to an end; the end being a service which we can render better than anyone else. We must, therefore, see to it that we man the essential posts by dint of sharing professional personnel between agencies, combining and even streamlining some functions, using volunteers on a "split shift" basis, and, under all possible safeguards, employing people with less than ideal qualifications and preparation. If we do not do so, we will lose the greatest challenge to service ever given to any profession. This means among other things the most extensive and ambitious national recruiting program social work has ever undertaken or contemplated. The competition for the comparatively few available men and women is keen and unless and until we have national conscription, we must be articulate and aggressive with respect to social work needs.

The Wartime Committee on Personnel has recently laid plans for a committee on recruiting, and the chapters will hear presently how these plans are shaping up and how they may give active aid and support to them as many chapters are now doing. It is clear that adequate funds and personnel must be made available if substantial results are to eventuate from these central efforts.

All this brings us to a consideration of what is happening on the outposts of that area we now know as social work. Many years ago, Mary Richmond counselled us to watch the points at which social work impinged on other professions and other fields. At those points, Miss Richmond knew, we would see the opportunities for that growth and development which, if properly cultivated, would lead us to the full possibilities of service. This is still sound advice.

In the last two decades we have been busily engaged in the study of individual and group behavior and the development of treatment techniques. No thoughtful student of our profession will deny the necessity for such studies nor the value of their results. It is equally important, however, that we look around people as well as within them, and that we cannot do unless we look all around social work itself. Indeed the development of the inner core of social work (an understanding of behavior and the development of personality) will suffer presently unless we can bring to bear a greater understanding of what is happening to people in the world at large and a wider knowledge of what is transpiring in fields close to our own.

The developments here listed are neither exhaustive nor all new in the usual sense of that word. Many have been under way for years but all have received impetus from the war, and some have apparently been created by it. All of them command our thoughtful study and analysis in this period.

I. Developments in Case Work.

1. Counselling service in business and industry.
2. Application of case work technique in labor-management relations.
3. Use of case work service by labor unions for benefit of members.
4. Positions in public housing.
5. Expansion of social security programs.
6. War agencies and services (USO, Red Cross, OCD, Office of Community War Services) and services to Selective Service Boards.
7. Rehabilitation service at home and abroad.
8. Application of medical and psychiatric social work services in the armed forces.
9. The extension of case work services to new economic groups.

II. Developments in Group Work.

1. Recreation and group work activities in personnel departments of business and industry.
2. Group work activities in labor unions.
3. Positions in public housing.
4. Expansion of recreation under public auspices.
5. Group work positions in the USO, Red Cross, OCD, and Community War Services.
6. Rehabilitation service at home and abroad.
7. Development of group therapy.
8. Recreation and other group work activities in the armed forces.

III. Developments in Community Organization.

1. State and local civilian defense councils.
2. Community organization functions of the USO, Red Cross, and Office of Community War Services.

3. Rehabilitation services here and abroad.
4. Community organization activities in the development of day care facilities.

Brief illustrations of some of the developments identified above are in order. With respect to personnel work, it is patent that the principles of social case work and group work have something substantial to offer in the wide range of duties and functions included in the personnel departments of business and industrial firms. This is particularly true in personnel counselling. For some time a few trained social workers have been found in the personnel departments of some of the largest business and industrial firms in the country. Recently the director of personnel in one of the largest hotels in the country sought a professional social worker to succeed him in that position. He explained that personnel work consists largely of understanding people, and that social workers should, therefore, be eligible if they were willing to acquire some additional technical knowledge.

A Chicago firm learned after years of research that it could save money by the use of skilled counsellors on its staff. Before the war, some thirty well trained men and women were, therefore, taken on in that capacity in this plant of approximately 10,000 employees. They were not required to report either to the personnel director or to the management situations that came to their attention, or to make referrals to community agencies. They were merely asked to "counsel" people, allowing them to unburden themselves and "get release and encouragement to work out their own problems."

Social workers are being used by the War Labor Board in a variety of important capacities. Here the skills of negotiation and a competent grasp of the art of human relations play a significant role. In several cities social work agencies are working out an experiment with labor unions. In one city, competent social workers have been assigned to specific days on duty at union headquarters where they are available for consultation and where they can explain the functions of community agencies and make referrals when indicated. Unions are becoming interested also in group work service for their membership and particularly in the group work technique as applicable to many of their activities.

In public housing, several positions are now open to social workers though there is not yet

full agreement on the part of top housing officials that persons should be employed particularly because of social work training. Nevertheless, recreation positions, program directorships, various specialists' jobs, and even management posts in public housing, are being held by social workers in various parts of the country.

Positions requiring social work training in the many war agencies are for the most part familiar to the readers of *The Compass*. Not all positions which seem to us to require social work experience are now filled by social workers to be sure, but a surprising number are. And the recognition given to both social workers and social work techniques has shown a decided advance since the start of the war.

The work accomplished by social case workers in many parts of the country in assisting Selective Service Boards is a significant contribution to the war and to the development of social work. The leadership given by outstanding medical and psychiatric social workers, psychiatrists, and group workers in making their services a part of the induction, classification, and treatment procedures of the army is an achievement that goes far beyond the present and immediate future in its implications.

The relocation and rehabilitation of large groups of people both here and abroad is another key activity in which social work has an important part. A rehearsal of what may be expected of us later both here and abroad is illustrated by the work of the War Relocation Authority, in which a number of social workers participated. In this, as in many other similar activities, are combined the techniques of case work, group work, and community organization.

The extension of social work services into economic groups which heretofore have neither known nor used such services to any extent is, of course, one of the most significant developments of the present era. The growth of day care services, the establishment of the fee plan for those able to pay for family service and child care, and many other current developments in social work give evidence of this growth.

It is impossible to designate which of the several developments noted have resulted largely from the initiative of social work it-

self. There is little tangible evidence to show that we have been directly responsible for many of them, and yet it is clear that some of the most significant have come about through the direct or indirect influence of social workers and laymen interested in social work. It is significant further that most of the developments noted are not at present under social work auspices. In the instance of the use of case work and group work service by labor unions, for example, the local union obviously is under union leadership, though the actual case work or group work service is usually carried on by qualified workers. There is precedence for this in medicine, education, and other professions. It is an indication of understanding and acceptance on the part of the public, and of maturity on the part of the profession.

A careful examination of the outpost developments listed should suggest others and stimulate us to a conscious leadership of a movement that has not yet received the full benefit of our understanding and support.

In conclusion, the steps we must take may be summarized as follows:

1. We must define our total function clearly and concisely, and specifically, its essential wartime aspects.
2. We must develop and protect the wartime services and provide for them our most experienced and competent personnel.
3. In order to cover these positions and at the same time carry our regular and usual responsibilities, we must organize an extensive national program of interpretation, recruiting, and training in close cooperation with undergraduate colleges, schools of social work, and social agencies.
4. The dual obligation to meet the current need at the center of social work and give leadership and personnel to recent significant developments in other fields involving social work skills and understanding will require a more extensive use of volunteers than we have yet attempted, sharing workers when possible, streamlining some functions, and the establishing of local social work manpower committees to keep in touch with supply and demand and to be responsible for local planning in cooperation with the Area Manpower Commission.
5. We must continually analyze and encourage the developments in other fields which are using social work skills, and extend our own services to groups we are not reaching at present.

6. We must recognize the distinction between those services for which we are and will continue to be wholly responsible in both their staff and administrative aspects and those in which our expertness will be useful under administrative auspices other than our own.

That the past is prologue is as true of social work as of any area of human endeavor. What we are at present is part and parcel of all we have been. What social work will do in the crucial days ahead will depend on decisions we make now. Our decisions will be based on our understanding of our times

and the part we believe social work should play in them.

We must keep foremost in our minds the fact that a world at war and a world in reconstruction stand in desperate need of understanding and skill in human relations. These are the very essence of social work, and we are the instruments through which they must be made available to mankind. To become effective instruments is our obligation and our heritage.

UTILIZING AVAILABLE AND NEW PERSONNEL IN MEETING PRESENT AND FUTURE DEMANDS FOR SOCIAL WORKERS

By Marion Hathway, Professor of Public Welfare, School of Applied Social Sciences, University of Pittsburg

DEVELOPING trained personnel for the field at this time is associated both with the degree of recognition that social services or certain of them are essential to the war effort and also with the extent to which methods can be devised to recruit and equip an increasing number of persons to meet the minimum needs of the agencies. Obviously the administration of social services in these times justifies the employment of persons with professional skill and competence. Yet the supply has never been adequate for minimum needs and the pressures of the present period have greatly accentuated the problem of shortages. The war-connected agency programs have demanded large numbers of workers. The trained and experienced personnel have moved from the existing peace time agencies to the war-connected agencies, but even so these agencies have not been adequately staffed. An acute shortage exists in many of the agencies serving the civilian communities. Along with this has followed a serious curtailment of enrollment in the professional schools at a time when demands on the schools have been great.

This set of circumstances calls for a careful examination of what the schools of social work can do, what the agencies can do, what the professional organizations can do, and how they can cooperate in the development of a practical method of meeting the present needs and future demands for social workers.

What the Schools of Social Work Can Do

In 1942, there were 5026 students enrolled in the 42 accredited schools of social work. This was a decrease of 730 under the enrollment of November 1941. Four thousand one hundred ninety-two of the group were students majoring in social work and properly described as professional students. Two thousand two hundred twenty-seven of these were enrolled as full time students in residence and the remainder of the group were enrolled in part time courses while carrying agency responsibilities. The number of students receiving the professional degree and diplomas was 1276 in 1942 in contrast with 1305 in 1941. Further decreases are predicted for the fall of 1943 as an increasing number of young women are drawn into industry from college to replace men inducted into the armed forces, or are transferred to war industries from customary peace time employment.

As a means of making their facilities available for preparing a larger number of students, the schools have been carried along with the trend of acceleration in higher education. To do this, the majority of schools have attempted some form of modified schedule. There is wide variation in the use of devices for this purpose and no uniform pattern to which the schools tend to conform. According to the report of the Committee on Schools of Social Work and National Defense

of the American Association of Schools of Social Work, in January 1943, replies from thirty-four schools indicated that seven had held a semester or summer session where none had been held before; ten schools which had previously scheduled a summer session lengthened the period of the session. Two schools replaced the semester with a quarter system. Seven schools which had been operating on a continuous year round program were in a sense already accelerated and made no change in the calendar year pattern. Ten schools which had been operating on the semester system had made no change, but several were considering plans for acceleration.

The admission of students at the beginning of each quarter or semester permits the schools to enroll students who are graduating from the colleges on accelerated schedules, and permits them to admit workers who are granted short periods of time for educational leave. However, acceleration is not yet the pattern in the colleges where young women are being educated, and it is doubtful if the year round schedule in the schools will do much to attract an increasing number of applicants for admission. Furthermore, these changes are not made without presenting problems to the schools. Small faculties are carrying additional teaching loads and sequential study has been interrupted. Sufficient time has not passed to permit any evaluation of the experience nor to determine the soundest method of acceleration.

These changes have been made in an effort to make the program more flexible for war time use. As additional methods of meeting the situation, the AASSW's Committee on the Schools of Social Work and National Defense has suggested the waiving of social science prerequisites for admission to schools, permitting flexibility in age requirements and experimentation by selected schools with institutes and seminars.

The schools are again feeling the need for curriculum modification and are making efforts to adapt and change without jeopardizing the basic content in professional education. But pressures to add specific content in this or that area are very great and difficult to evaluate in the face of needs presented by the agencies. Recognizing this situation, the American Association of Schools of Social Work asked Arlien Johnson, Dean of the Graduate School of Social Work at the University of Southern California, to undertake

an appraisal of needs in the field and to make recommendations to the member schools. Among the specific curriculum areas which Miss Johnson identified as important are those of community organization, group work, and preparation for supervision. It is interesting, however, that she places most emphasis upon the need for philosophic reorientation.

"Every social worker," she writes, "should be able to use the methods of social treatment applicable to individuals while at the same time being able to give attention to problems of social planning and administration. For professional education this means a shift in emphasis, perhaps a new synthesis, and the introduction of more subject matter courses that will give the student historical, social, economic, and political orientation. And in this age, such orientation is as vital for the specialized psychiatric social worker as for the public assistance visitor if social work is to keep pace with changing needs."¹

In the last decade progress has been made in the broadening of the curriculum for professional education to include the subject matter of work with groups as well as work with individuals and to relate this material to the economic and social forces within which the profession of social work is practiced. But this progress has been slow and uneven. There are still conflicting philosophies of professional education on this point. The organization and development of services to numbers of individuals in our society is the emphasis of one group. The problem of a particular individual who needs service is the emphasis of the other. This difference in philosophies has appeared again and again, becoming more acute during periods of great social and economic crises, when the number of persons needing social services increases. The desire to combine the two in the development of professional experience for students has wide acceptance but the expression of it is far from reality today.

In meeting these needs, the established schools of social work are faced with very great difficulties. Their capacity to expand facilities for the preparation of additional personnel is limited by factors which are not easily remedied. The schools are dependent upon the field practice resources accessible to their students. While methods of expanding existing facilities, principally through the employment of school supervisors, afford a partial remedy, any given area will have a saturation point beyond which places for stu-

¹ Johnson, Arlien, *Professional Education for Social Welfare Services in War Time*, American Association of Schools of Social Work, March, 1943, p. 51.

dent practice work cannot be made available. When personnel shifts and changes are taking place at the supervisory level, the problem becomes more acute. Furthermore, the schools of social work have never been adequately financed. Staffed for the most part with small faculties and maintained on small budgets, they are not able to assume responsibilities for expansion and development of new curriculum offerings without additional assistance. This pattern is firmly established and not easily amenable to change.

The experience of the schools during World War I and the depression of the 1930's is still a recent and vivid memory. In both of these instances, substantial additional support from outside sources was necessary before the schools could even partially meet the demands of the field. In World War I, the American Red Cross granted small subsidies to certain universities and colleges to permit the establishment of training courses for the preparation of Red Cross personnel. Certain of these experiments were fugitive in nature; others laid the groundwork for schools of social work which are now in existence. During the depression of the 1930's, the aid to the schools took a different form. The FERA scholarship plan which accomplished the partial training of almost a thousand social workers was basically a program of student maintenance, although certain small amounts were granted to the schools to defray supervisory expenses. During the past year no fewer than three proposals have been placed before appropriate federal authorities, with the same end in view, and efforts are still being made in this direction. This is very discouraging to the profession, especially as it stands in contrast to the early recognition of support for nursing education, for medicine, and for dentistry, which are federally aided in various ways. There is still no governmental program and no privately financed program which will give to the schools the minimum direct or indirect assistance they must have in order to produce a larger number of trained persons.

A heavy responsibility rests with the schools to do everything they can within limitations imposed. But without federal aid in some way comparable to aid in other professional fields, the schools can accomplish relatively little in meeting the challenge of the period. This is a question of grave concern and warrants consistent effort on the part of the professional organizations if the progress of the last twenty-five years is to be sustained.

What the Agencies Can Do

Staff development plans can be greatly expanded to meet the present shortage of personnel. Hopefully such plans will envisage the place of in-service training, time allowance for courses in the schools, and educational leave for full time study in the schools. Unfortunately educational leave cannot be furthered extensively at this time due to the inability of agencies to make substitution of personnel during the educational leave period. Work-Study is a device which can be used effectively. Some combination of full time residence in school and a period of employment, during which the worker carries a reduced load under supervision acceptable to the school and works under conditions which are mutually agreed upon as providing educational opportunity, can be a sound adaptation during the present period. But the plan cannot be used extensively due to pressures in the agencies and other factors.

The new emphasis on in-service or pre-induction training with the war-connected agencies is an indication of increasing specification of skills on the part of important agencies. This trend can hamper greatly the development of education for a profession. Cooperation between schools and agencies is necessary if such training is to be soundly planned in relation to maintaining professional standards.

Staff development during this period challenges the joint efforts of the schools and the agencies. The schools of social work have been fortunate in having a formal relationship to two of the federal agencies concerned with the administration of the Social Security Act. Since 1936, the Special Committee on Training and Personnel which is advisory to the Children's Bureau and the Social Security Board has functioned as an effective channel for the consideration of problems in the area of personnel and training which have affected both the schools and the federal agencies. The absence of such a relationship to the two most important war-connected agencies is to be regretted. While the advisory committees from the American Association of Medical Social Workers and the American Association of Psychiatric Social Workers have assisted the development of scholarship programs in the medical and psychiatric fields, the American Red Cross has as yet no general committee from the profession of social work with

which it can share some of its training problems and from which it can obtain assistance and counsel. The same is true of the United Service Organizations. Such an advisory council will not solve the many complex problems of training, but it does provide a mechanism for joint consideration on the part of these agencies and organized professional groups as one more way of making current efforts more effective.

The relation of recruitment under the merit systems to programs of training needs very careful consideration at the present time. A beginning correlation between standards of recruitment and employment under merit systems and standards of education for the profession is urged if professional standards are to be developed and maintained. Within the framework of merit selection, modifications of present procedures are desirable to further the appointment of competent persons. Residence requirements may be waived, unassembled examinations used increasingly, and open examination lists maintained. The use of several centers to make examinations available to those who cannot travel to certain points is also desirable. Methods of publicizing vacancies can be improved.

One other aspect of the entire question must be faced squarely by the agencies. The case for trained personnel depends in part upon the acceptance by the profession that certain services now performed by untrained persons are properly the activities of professionally trained persons. If according to the philosophy of social work these positions should be filled by trained persons, they constitute shortages. On the other hand, as has been the case for many years, if these posts are filled by untrained individuals, they do not necessarily constitute shortages from the standpoint of the War Manpower Commission. Certain professions, as for example nursing, have defined specific tasks which in the present emergency can be filled by aides with less than full nurses training. There is something comparable in the field of social work, but the place of a social work aide needs prompt and careful definition.

A clarification of the content for undergraduate education, which supplies the aide group and the students for the schools, will help to define the place of the worker without professional training during the emergency. In an effort to meet this problem, the Committee on Pre-Social Work Education of the

American Association of Schools of Social Work, at its Detroit meeting in January, 1943,¹ recommended that education for the social services on both the undergraduate and graduate levels be regarded as a continuous process and that every effort be made to integrate these various stages of professional education; that a study be made of the problem of giving some measure of formal recognition to junior professional preparation for social service; and that a committee of the American Association of Schools of Social Work be instructed to do this in consultation with other professional organizations. The undergraduate program which is envisaged by the Committee is focused on three needs: to provide a reservoir of potentially able students who will enroll in the graduate courses either as a progression from the undergraduate curricula or as students returning later from practice to complete their professional training; to recruit personnel which could be more immediately useful to a social work agency after a planned four-year curriculum; to recruit social work personnel unable to continue in a graduate course but who have capacity for further development on an in-service training basis. Here again is a problem which calls for joint effort by agencies and schools and attention to it cannot be safely delayed.

What Professional Organizations Can Do

Early in the defense program, the National Roster of Scientific and Specialized Personnel was established in Washington in an effort to make available to government and industry a list of persons qualified in a limited number of professions. The engineers, chemists, physicists, and psychologists were circularized through their various professional associations and asked to register qualifications on appropriate forms developed by the Roster. At the request of the Sub-Committee on Personnel of the Family Security Committee, the Roster was extended to social workers in limited numbers. An advisory committee of the three professional associations and the American Association of Schools of Social Work undertook the preparation of lists which would come within the limits imposed by the Roster and yet be representative of the group of qualified persons. Several thousand names were made available in this way. It is known that the list has been consulted for various

¹ Report of Committee on Pre-Social Work, American Association of Schools of Social Work, 1943.

An Army Number: SSN 263

By Elizabeth H. Ross, Secretary, War Service Office, American Association of Psychiatric Social Workers

THE ARMY recently has established a classification number for psychiatric social workers. Coupled with this new category of military occupations, social work may now be included as a civilian occupation on records relating to the professional training and experience of social workers at the time of induction and initial classification.

The new "spec" number, if we can judge by our increasing correspondence with social workers in the Army, is news of major importance. Until such a classification was official, Army personnel could not be assigned to social work or near-social work activities, as social workers. Nor could there be any clear procedure through which psychiatrists in Army hospitals, in the mental hygiene clinics, consultation centers, and other psychiatric units, might procure the civilian-trained military social work staffs they needed for their hospital and clinic units.

Before now there has been no routine that permitted social workers to have their civilian experience acknowledged, either at Induction Centers or at Reception Centers. Even though some have succeeded in getting themselves registered as social workers it has been more usual for social workers to be classified as having civilian occupations of clerks, typists, linguists, whatever. The recent definition of a civilian social worker includes a concise summary of types of agency settings through which different services might be offered. "At least two years of supervised experience in a public or private agency. . . ." is listed as the experience requirement. "Graduate work with a degree in social work granted by a recognized school of social work" is made the equivalent of the experience qualification.

The military classification of psychiatric social work does not specify training and experience other than to state that the worker "must have knowledge of dynamics of personality structure and development, and causes of emotional maladjustment." However, the desirability of training and/or experience may be implied in the recommendation that the first source for finding men for psychiatric social work assignments would be from among those classified under Social Worker and under Personnel Consultant Assistant. A second group suggested, from which appropriate men might be located, includes Vocational Counselor; Classification Specialist; Student, Psychology; Employment Interviewer and Psychological Assistant.

Next steps will be reported as they occur. We cannot foretell what action will be taken on many issues of importance to military social work, to our members, and to the future of our profession. It remains to be seen whether the WACs will share the new classifications; whether social workers with commissions will be eligible for psychiatric social work assignments. We can but hope that with one field of social work practice now defined as a military job and the profession acknowledged as a civilian occupation, there will be more chance that other types of social work practice may be established for military jobs. All that we now know is that qualified men up for induction may request military psychiatric social work placement and that efforts are being made toward setting up procedures as would facilitate the actual assignments of men already inducted.

Individuals and professional groups of civilians have helped, we believe, in making psychiatric social work classification possible. Through Dr. George S. Stevenson of the National Committee for Mental Hygiene, through the leadership of the American Psychiatric Association, and through the activities of psychiatrists such as Dr. Marion Kenworthy, direction and coordination were given to the efforts of civilian psychiatry in behalf of the military psychiatric program. The American Association of Psychiatric Social Workers, through its War Service Office, has worked in conjunction with civilian psychiatry and, through efforts to be in touch with social workers in the services, has gathered personnel material intended to serve the development of the military program. The American Association of Social Workers and the American Association of Psychiatric Social Workers have shared lists, information, and plans during the past many months.

Whatever the efforts of civilian social work and psychiatry, the actual credit for the new classification lies with Army psychiatry and Army social workers. Only a progressive and imaginative medical and psychiatric leadership could brave the lack of precedent for the use of men in uniform in Army social service. Only the telling evidence of the day by day job of a handful of social workers in a few rehabilitation centers, mental hygiene units, station hospitals and consultation services could have demonstrated the service value of clinical teams in furthering the maximum use of Army personnel through a mental hygiene prevention as well as treatment program.

PROBLEMS OF TRAINING FOR THE ADMINISTRATION OF FOREIGN RELIEF AND REHABILITATION¹

By Philip C. Jessup, Chief of the Division of Personnel and Training of the Office of Foreign Relief and Rehabilitation Operations, Department of State

THE administration of relief and rehabilitation is a part of the war effort of the United Nations. The process of relief and rehabilitation—which is a single process—is as many-sided as is the modern nature of war, because relief and rehabilitation are an inescapable part of war. Our minds have long since become adjusted to the idea that war is no longer like the mediaeval clash of knights in armor when the end might come suddenly with a herald's bugle pronouncing a single champion the victor. War is now a long and complicated process. We use special names to indicate this fact—"psychological warfare" or the "war of nerves"; "economic warfare" and the like. So too, the process of relief and rehabilitation has its military side, its material or economic and financial side, and its human side. The war and the war effort necessarily continue until the whole tragic condition which war imposes upon the whole world has been replaced by the hopeful condition which the United Nations must bring about if they are to have more than another long armistice between wars. . . . The administration of relief and rehabilitation is the first great phase of the war effort which moves forward from the battle front to the front on which there is a new growth of the things which are stunted by war.

The preparations for the liquidation of the war (which is a process identical with the establishment of the peace) are as complicated as those which now go on daily for the waging of war. Relief administration in terms of a world at war with hundreds of millions of people affected, is not the same kind of job as that which we have often faced in this country when a great natural disaster like fire, earthquake, or flood has brought suffering to several hundreds or several thousands of people. It is not the same kind of job as that which we have been tackling in this

country through both private and public agencies in an attempt to make up for the fact that we as a nation have not yet been wise or skillful enough to establish the four freedoms as living and unvarying facts. I repeat that the present task of administering foreign relief and rehabilitation is in part a military job, in part an economic job, and in part a humanitarian job. It would be just as much a mistake to ignore its military aspects as to ignore its humanitarian aspects. And whatever aspects one examines, false conclusions may be drawn if for a single second one forgets the magnitude of the task.

The experience which the Office of Foreign Relief and Rehabilitation Operations has already had in North Africa is illustrative of what I have said. In Tunisia, for example, Mr. Hoehler, Chief of Mission for the Office of Foreign Relief and Rehabilitation Operations in North Africa, served as a civilian member of a military formation known as the Tunisian Detachment which was set up by the Army to take care of civilian needs in Tunisia as our Armies drove out the Axis forces. . . .

It is a commonplace of military administration in occupied areas that civilian needs must be met. This is not because armies are troubled by sentimentalism, but because military necessity and efficiency dictate the need for eliminating pockets of civilian distress and therefore disturbances behind the lines. It is sometimes surprising to find the extent to which military consideration dictate a line of conduct which at first glance appears to be purely the product of humanitarianism or of that little understood subject—international law.

As in Tunisia, so in other areas as they are liberated, the administration of relief will be a matter of concern to the liberating forces. This principle is not affected by whatever decisions may from time to time be made by theatre commanders relative to the extent of

¹ Excerpts from address before the Summer Institute in International Relief Administration at Bryn Mawr College, June 1943.

civilian participation in the administration of relief. . . . The OFRRO holds itself ready in both the planning and in the operating stages, to cooperate fully with Army—and, in appropriate cases, with the Navy. When the military situation permits, the Office will take over the job and carry through with it. . . .

This is the immediate picture, and our Office is devoting itself daily to the preparation of everything which is necessary for these vast operations which we may be called upon to conduct any day. We do not know the military plans either as to time or place, but we must be ready to act wherever and whenever the call comes. . . . Ahead of us there is the bright prospect of the successful conclusion of the agreement for the establishment of a United Nations Relief and Rehabilitation Administration, negotiation of which was announced by the Department of State on June 11. That proposed agreement calls for the setting up of an effective international organization which will do an operating job. . . . The proposed United Nations Relief and Rehabilitation Administration will be an international organization of unique character because never before have we had such an organization for actual operations on any comparable scale. . . . All of the experience which the world has gained in international organization, particularly in the last two decades, will need to be utilized in setting up this new body.

No organization, however, whether national or international, is any better than the human beings who operate it. If they are inadequate, if they are awkward and unskilled, if they are falsely motivated, the best constructed organization will fail. Conversely, the "men of Massachusetts" have been credited with the skill to make any constitution work. I have confidence in the coincidence of two great factors: a well-built organization for the administration of relief and rehabilitation, and a skilled and devoted staff to make it work. I shall not talk this evening about the framing of the organization but I do want to talk a little about the staff, its procurement and training. . . .

Governor Lehman stated at an early stage, shortly after his appointment, that he believed in training and that untrained personnel should not be sent abroad. That is an ideal which we have kept before us constantly. The pressure of events which were upon us before we were organized has made it essential that in our first operations in

North Africa we should send a staff into the field just as rapidly as it could be assembled. There was no time to luxuriate in months of academic training. We have, therefore, done our best to select persons who already had experience or training which would stand them in good stead in the work which lay ahead. The basic principle of our operations is the maximum use of local personnel with the minimum number of Americans in essential supervisory and advisory capacities. In the operations after the last war, the plan was in this respect much the same. . . .

We are not now in a position to enroll the hundreds of Americans who may be needed for the administration of relief and rehabilitation in the liberated areas and it is therefore not possible now for us to set up and operate an official training course. . . . Training must of course be responsive to the needs of the position for which the individuals are to be trained. I shall therefore attempt to suggest some of the aspects which our experience indicates should be borne in mind in framing training programs. But in all of this discussion there is one point which I feel called upon to stress most emphatically: No general training program for foreign relief administrators has official sanction at this time and no individual can take a course with the assurance or in the expectation that graduation from that course will guaranty his finding a position with the Office of Foreign Relief and Rehabilitation Operations. . . . One takes the course because of a realization that there is a field of activity which will need trained workers and because of a personal desire to do that kind of work. One hopes that when trained, that training coupled with native ability will result in securing a job.

In this regard the situation with respect to training is very different for those who look forward to service under a civilian agency of the government and for those who are to serve in special capacities with the armed forces. The Army and Navy are training men for administrative tasks in occupied areas and are in a position to commission an individual, send him to school, and then assign him to the duty for which he proves to be best fitted. The Office of Foreign Relief and Rehabilitation Operations is not similarly empowered at this time. We therefore watch with interest the plans of the private institutions which are developing training programs in our field. We say to them all that we welcome the increase in the

supply of trained workers but we cannot at this time undertake to advise either individuals or institutions relative to the practicability of taking or giving such courses. . . .

The utility of one type of training has received general recognition. This is the type generally referred to as a regional orientation course or specialization course. It is designed to familiarize an individual with the area in which he expects to work. In terms of most of the outlines which I have seen, it includes language, geography, history, economics, sociology or anthropology, and public law and administration. To be effective for the emergency job about which I am talking, such courses cannot be given, in my opinion, merely by starring a group of the regular courses in any college or university catalogue. The objective is to give a person a real "feel" for the country, its people, and their customs, habits and prejudices. Dates in their history are important only as they may be remembered in national holidays, the significance of which should be appreciated. It is necessary to know the religious composition of the area and its political complexion. Folkways are important and so are the transportation systems, and the habits of government, whether centralized or local. All of this must be learned quickly with an intensive instruction which cuts across our traditional departmental lines and academic disciplines. . . .

I should like to stress the importance which we in OFRRO attach to knowledge of foreign languages. It is probably true that the Chief of Mission and perhaps his principal aide can get along without facility in the local tongue though laboring under a disadvantage. This is true because for such top personnel adequate interpreter service can be provided. Further down the line the staff has more close contacts with local people who are less likely to know foreign languages and it becomes impossible to attach interpreters to all the staff. For this purpose it is conversational facility rather than a literary appreciation of the language which is needed and it is the new type of language course which in my opinion must be utilized.

A second type of training is of such obvious value that I do not need to dwell long upon it. I have in mind the advanced training in special fields of knowledge which may be given to people with a generally satisfactory professional background. For instance, there are well qualified medical and nursing per-

sonnel who have not had occasion to follow the latest developments in such specialties as malaria control or nutrition. These people can be trained provided only that it becomes possible to tie together the man, the job and the training program. The Rockefeller Foundation is making provision for the training of a group of medical nutritionists. More extensive training in the health fields is urgently needed. It is particularly in these skilled professional categories, where manpower is in such short supply, that it becomes impossible for a person to leave his or her current occupation to take a course of training unless it is clear that such training can be utilized during the emergency. It may well be, therefore, that in large part this type of training will have to wait upon the development of plans which will make possible the training of staff after it is put on the payroll and its position relative to the actual needs in the field is thus assured.

The third general type of training to which I would refer covers many fields. It may be characterized as training in the skills and techniques of relief and rehabilitation administration. I can illustrate the difference between this type of course and the area specialization course by another reference to Army and Navy programs. The Army, as you know, has a School of Military Government at Charlottesville in which officers receive instruction in the actual practice and techniques of administration as well as some area training. Another group to be trained by the Army includes specialists who are well qualified in the necessary skills but who need area training. In the Naval School of Military Government and Administration at Columbia University, instruction is given both in area courses and in the techniques of administration. So it is possible, as is the case with the civilian Program of Training in International Administration at Columbia, to combine the area course and the training in techniques and skills.

The difficulty here is in determining just what skills and techniques are most needed by the international relief administrator. This brings me back to the first part of my remarks which had to do with the nature of the job. Until one analyzes the nature of the work to be done, any course of this type is bound to operate *in vacuo* and may be far removed from realities.

There is no simple answer to this problem. The relief job will have various facets.

I have not time to dwell upon the subject here, but many of you are aware that Governor Lehman has from the first emphasized his belief in the importance of maintaining the work of private organizations and of securing their assistance in this work. The question of the best way of achieving full cooperation is the subject of current study. . . .

For the kind of relief work which the experience of OFRRO indicates must be carried on, various types of subjects might well be studied by the individual who already has acquired by experience certain general aptitudes or skills which will provide the foundation for a competent relief administrator. Such administrators must be able to deal with both the business and the humanitarian aspects of the relief and rehabilitation job. The fact should be stressed that from the point of view of making a genuine contribution to peoples whose minds and souls as well as bodies have been abused and almost shattered, a prime consideration is the restoration of a sense of self-confidence and self respect. One sound approach to the attainment of this great objective is to administer relief as part of a great economic process of war-liquidation, in which those who contribute and those who receive relief, share equally in the ultimate benefits. At the same time, while these business aspects of relief need stressing, the task would not be well done if we administered our work in a wholly impersonal fashion. In so huge an undertaking, dealing with millions of people, it is physically impossible to provide as much individual case study and care as we would devote to a relief operation after a great natural disaster at home. But within the limits of feasibility, the individual aspect must be kept in mind by every field operator and field staffs must contain adequate numbers of persons trained in working with individuals under conditions of disaster and destitution and displacement and distress.

In the vast task of moving and distributing millions of dollars worth of supplies, every field administrator should have some knowledge of accounting, of shipping documents, of warehousing, and of foreign exchange. I therefore attach importance to including in any such course as we are discussing, a rather thorough study of business practices. If an area course is given in combination with the course in techniques, attention should be paid to local variations in the legal and business aspects. Some members of the staff must be skilled agriculturists and industrial economists

but it is doubtful whether these skills can be acquired in the kind of emergency training which we are now discussing. These are subjects which can be kept in mind in larger training programs which extend for example through a year or more of undergraduate or graduate work.

On what I have called the human side, it seems to me that the most useful type of course is one based upon the programs of schools of social work, so modified as to take account of the special problems involved. Attention needs to be paid to the problem of displaced peoples on an international scale. This requires not only a knowledge of the methods which a broad experience teaches are most useful in dealing with individuals, but also a knowledge of the international experience in this field since the First World War. It must be reiterated that the present task is so large that a perfectionist may well collapse from a sense of frustration and it may be necessary to get along with the best which can be done under distressing circumstances. This point merely emphasizes the need for training and the responsibility which rests upon those who have the background and knowledge to develop the techniques and to spread the knowledge. . . .

Finally I think it must always be realized that in operations of this kind, the relief administrator may find himself at least in the earlier phases in situations so chaotic as a result of the passing tide of battle, that he will be called upon to assist in the re-establishment of the normal processes of local government administration. For this no schooling equals actual experience in government administration but study can be used especially with reference to regional peculiarities in various areas, to facilitate the discharge of the responsibility when the time comes. Something can also be learned of the functions of the several agencies of the United States Government with which the relief worker may come in contact in foreign countries. It is also feasible and important in my opinion that all the relief staff should have some knowledge of the nature and scope of military government since they may well be called upon to operate under that type of administration. . . .

In all that I have been saying on this subject of training for the administration of relief and rehabilitation, I have no desire to be dogmatic. This is an experimental field. . . . As I speak of various possible elements

in a training program, I am thinking of the qualities which daily we are seeking to find in candidates for positions on our eventual field staffs. . . . Thinking in those terms, let me add just a few words concerning the persons who would seem best suited to derive advantage from a training program. . . . We are not now employing numbers of people for future field missions but we know roughly the types of people we will want to consider when the

time comes. They may be men or women. In general their age should be between 25 and 55. These are not absolute limits but they are fair indications of two points: One, the applicant must have maturity and balance; and two, the applicant must have great physical stamina and resilience. Don't forget that relief is administered under hard physical and mental strain and only the most vigorous can do the job. . . .

Results of Association Election

THE election of officers for the year beginning October 1, 1943, and of members of the National Board and Nominating Committee, for which votes were mailed during the period, May 20 to June 15, was certified by the Committee on Elections and reported to the secretary of the Association on July 16. The results are listed below.

The election was conducted under the supervision of a Committee on Elections established by the National Board. Members of the committee, which was appointed by the president, with the approval of the Board, represented three chapters of the Association. They were: Mrs. Helen C. Young, chairman, Westchester County; Catherine Dunegan, Esther Hilton, Edith Holmes, New York City; Fred S. Hall, Florida.

In all, 3,302 valid ballots were cast which was 71 more than in 1942. In addition 33 invalid ballots were returned. No candidates were nominated by petition. Those elected are as follows:

Officers

Term Expires September 30, 1944

President	Grace L. Coyle	Cleveland
1st Vice-President	Ruth Gartland	Pittsburgh
2nd Vice-President	William W. Burke	St. Louis
3rd Vice-President	Margaret Yates	Fort Worth
Secretary	William T. Kirk	Kansas City
Treasurer	Paul L. Benjamin	Philadelphia

National Board Members at Large

Term Expires September 30, 1946

Charles H. Alspach, Boston
Arthur E. Fink, Atlanta

National Board Members from Nominative Districts

Term Expires September 30, 1946

District 3—A. A. Heckman, St. Paul
District 6—Cordelia Cox, Richmond
District 9—Clarence M. Pretzer, Providence

Nominating Committee Members

Term Expires September 30, 1946

District 3—Frank Z. Glick, Lincoln Neb.,
District 5—Mrs. Beulah Whitby, Detroit
District 7—Gertrude Wilson, Pittsburgh

To fill unexpired terms, term ending 1944

District 6—Elwood Street, Richmond
District 9—Barbara C. Wallace, Boston

Members of the National Board previously elected and continuing in office are:

National Board Members at Large

Term Expires

Charles I. Schottland, Washington D. C. 1944
T. E. Wintersteen, Chattanooga 1944
Claudia Wannamaker, Chicago 1945
John M. Whitelaw, Portland, Ore. 1945

National Board Members from Nominative Districts

Term Expires

District 1—Mary Cady, San Francisco 1944
District 2—Ruth E. Lewis, St. Louis 1945
District 4—Louis E. Evans, Indianapolis 1945
District 5—Mrs. Aileen K. Maccracken, Cleveland 1944
District 7—Marion Hathway, Pittsburgh 1944
District 8—Mary Rittenhouse, New York City . . . 1945

Members of the Nominating Committee continuing in office from last year are:

Term Expires

District 1—Louise Cuddy, Boise 1945
District 2—Charlotte S. Henry, Houston 1945
District 4—Wilma Walker, Chicago 1944
District 8—Donald S. Howard, New York City . . . 1945

SOCIAL WORK AND THE FIRST FEDERAL RELIEF PROGRAM¹

By Joanna C. Colcord, Director, Charity Organization Department, Russell Sage Foundation

IN reviewing Josephine Brown's book on *Public Relief*, I have elsewhere stated: "Participation by social workers in the demand for federal relief is a chapter in the history of social work that still remains to be written." Those words have come back to roost; and I have been asked to write that chapter.

To begin with, we may find it hard to recall, if our professional lives go back of 1929, and difficult to credit, if they began later, how entirely absent from American thinking prior to the great depression was the idea that the federal government should itself participate in the relief of its needy citizens. It was, indeed, taking an extreme position to declare that states should share the burden with localities. Pressure upon states was confined to the forerunners of social insurance which were being fought for in the two early decades of the present century—workmen's compensation, mothers' aid, old-age pensions—and in all these areas progress was sought after state by state, with little or nothing said about the possibility of federal action.

The earliest demand for federal participation in a relief program which Leah Feder was able to find, in her study of *Unemployment Relief in Periods of Depression*, occurred in Chicago in 1914. At that time the Chicago Municipal Markets Commission—by no means a social work group—in a report to the Mayor and Aldermen on a practical plan for relieving destitution and unemployment, saw no solution of the problem of homeless migrants unless the federal government would assume financial responsibility for their care. We may recall that only in 1933, and for a brief period of years thereafter, was that demand met.

In one area and only one that I have been able to discover, namely, proposals for planned public works to relieve unemploy-

ment, was federal responsibility envisaged from the first and made a center of agitation by the small group who stood for and promoted the idea of thus not only mitigating, but also to some degree preventing, the ravages of cyclical unemployment. The earliest federal unemployment legislation proposed during the depression of the 30's was a bill to set up a planned program of public works, introduced by Senator Wagner of New York and left pending when Congress adjourned in the summer of 1930.

What is said at meetings of the National Conference from year to year is a fair index, I think we would all agree, of the trend taken by social work thinking. In the session held at San Francisco in 1929, Daisy Worcester of San Diego rocked the Conference with her paper on "The Standard of Living." I turned back to it to see if it contained any hint of federal relief responsibility; I could not find that it did. Mrs. Worcester certainly made a monkey of the newly-released report on Recent Economic Changes made by the National Bureau of Economic Research, and called on social workers to take leadership in presenting the true facts to the American people, but in relation to securing a living wage in an era of economic prosperity, rather than in relation to relief on a national scale—a need not then envisaged.

In the fall of the same year there came an economic change indeed, and the whole skyscraper to which the Bureau of Economic Research had devoted two volumes of laudation crumbled into dust.

The depth of the economic débâcle, and the prolongation of its consequences were not immediately apparent to social workers. Only with the spring of 1930, when relief applications continued to mount instead of seasonally declining, did the agencies realize what lay ahead. In attempting to make their communities aware of this, many of them encountered the opposition of industrialists

¹ Paper prepared for Cleveland Regional meeting of 1943 National Conference of Social Work; printed with permission of NCSW.

and merchants who felt that their demands for community action were "bad for business." Only in the late summer and early fall of 1930 was emergency organization to prepare for the coming winter resorted to in most cities; and more than another year was to elapse before the first state—New York—took action to come to the aid of localities.

Miss Brown, in the history earlier alluded to, claims that as early as this fall of 1930, "city officials, private citizens, and Congressmen alike began to urge the appropriation of federal funds for unemployment relief"—the implication being that the rest of the country preceded social work in these demands. In this statement she is completely ahead of her story. It is true that social work was not at that time urging federal relief—but no more was anyone else, at least anyone whose voice aroused discussion. The President's Committee on Employment, organized in November 1930, served only as a clearing-house and advisor for local efforts to promote employment and relieve the unemployed. The country went into the second winter of the depression in the hope and belief that it would be the last. Washington's official position at that time was that the primary responsibility lay with local voluntary agencies (both regular and emergency), with local government lending what aid it was able.

But as the bitter winter deepened, voices did begin to be raised in demand for federal action. Ten bills were introduced during that winter, most of them designating the American Red Cross to administer federal unemployment relief. None of them came to actual vote. President Hoover's reply to the demand for federal action, made in February 1931, was the assertion of his willingness to throw federal resources into relief, but only "if the time should ever come that the voluntary agencies of the country together with the local and state governments are unable to prevent hunger and suffering."

Franklin Delano Roosevelt, a year and a half later, when he was campaigning to succeed Mr. Hoover (who had meanwhile reluctantly signed the Emergency Relief and Construction Act), stated a position not so very different from this, though in positive rather than negative terms. He was quoted in the *New York Times* of October 14, 1932, as stating the conviction that "the primary

duty rests on the community through local government and private agencies to take care of the relief of unemployment. . . . I am very certain that the obligation extends beyond the states and to the federal government itself if and when it becomes apparent that states and communities are unable to take care of the necessary relief work."

This, in short, was what America believed, as expressed by its two leading candidates for the Presidency. But by the fall of 1932, many social workers were convinced that the time envisaged by both speakers had come, and passed. Let us go back a bit, however.

In the early summer of 1931, the National Conference met at Minneapolis. The delegates' minds were full of the tragic winter behind them, and many discussions centered around unemployment, and public versus private relief. In one of the sessions, Linton Swift, speaking on "The Future of Public Social Work," alluded to "the statement reiterated several times by President Hoover during the past winter, to the effect that the American method of assisting the unemployed is through private charity. Many of us," he said, "sharply disagree with this statement, not merely because it is not true, but because of its implications. . . . We all know that between 70 and 80 per cent of all the relief spent in this country comes from public tax funds. . . . Many of us are convinced that responsibility [for unemployment relief] should be centered as much as possible in local and state governments, where the people may be more continuously aware of its implications. Because of that conviction most of us would agree that federal appropriations for relief of unemployment should be only a last resort."¹

But in another session, Harry Lurie, speaking on "The Drift to Public Relief," took a different view. "It is obvious," he said, "that the principle of equalization of tax resources is essential if a satisfactory nationwide system of relief is to be established. . . . The federal government should not indefinitely evade responsibility for these problems. . . . Through

¹ Mr. Swift called attention to the fact, however, that many communities had already exhausted their public and private relief resources, and ended by warning against "acceptance of any relief program as a substitute for more fundamental social action"—a significant point, in view of our present discussion of an expanded social security program.

an appropriate governmental department . . . the resources of the federal government might have been made available by some form of proportionate grants to the states in the drought area and to industrial regions now suffering from unparalleled conditions of distress."

Only a few weeks were to elapse after the Minneapolis Conference, however, before these two speakers were associated with other social work leaders in a spontaneous movement to contribute the knowledge and experience of social work to the rising discussion of federal relief. In the early summer of 1931 the National Social Work Council, an association made up of delegates from many of the national functional agencies, began to discuss organization "with a view toward formulating such contributions as social work can offer during the approaching session of Congress," and on October 13 an informal Social Work Conference on Federal Action on Unemployment was constituted. (Among the replies received from persons asked to serve was one from Aubrey Williams, then secretary of the Wisconsin State Conference on Social Work, who urged a federal program of public works!)

October 13 was marked by another important contribution of social work to federal action—it was the date on which William Hodson, then Executive Director of the Welfare Council of New York City, wrote his Open Letter to President Hoover, calling first for a rapid but objective study of the financial status of local units of government, and second, if they proved unable to carry unemployment relief, for federal subventions by means of grants-in-aid.

When the organization of the Social Work Conference on Federal Action was complete, there were 157 members, representing 28 different states and 50 different cities.

A Steering Committee was appointed, consisting of

Joanna C. Colcord (Russell Sage Foundation)

Helen Crosby¹

John A. Fitch (New York School of Social Work)

David H. Holbrook (National Social Work Council)

Paul U. Kellogg (The Survey)

H. L. Lurie (Bureau of Jewish Social Research)

Rt. Rev. Msgr. John O'Grady (National Conference of Catholic Charities)

Walter M. West (American Association of Social Workers)

Linton B. Swift, Chairman (Family Welfare Association of America)

Benson Y. Landis, Secretary (American Country Life Association)

and sub-committees were set up on (1) methods of administration of federal aid for unemployment relief (Joanna C. Colcord, chairman); (2) federal aid for public works (John Fitch, later Msgr. John O'Grady, chairman). The task of assembling data on the adequacy of existing resources, state and local, for unemployment relief, was assigned to Frank Bane, serving without committee.

The Steering Committee's report emphasizes that membership in the Conference and its Steering Committee was "purely personal. Neither group assumes to speak for the field of social work, for social agencies, or to bind the Conference as a whole. In consulting with persons interested in federal legislation, committee members . . . acted as individuals and not as official representatives of the committee, even though they may have made use of material developed by the group."

The Social Work Conference on Federal Action had no budget. Its constituent national agencies met all expenditures of their staff members for clerical work, postage and telegraph, and for travel expenses to and from Washington, except when summoned to give testimony at congressional hearings. The director of one of these agencies has told me that he estimates the cost to his agency alone, and exclusive of his own time, to have been over \$1500. This at once answers the question of why it was the national agencies, and not the professional association of social workers which originally took the lead. But the difference was more apparent than real; for more than 80 per cent of the members of the Conference were members of the AASW, and of the nine members on

Frank Bane (American Public Welfare Association)

Howard S. Braucher (National Social Work Council)

Allen T. Burns (Association of Community Chests and Councils)

C. C. Carstens (Child Welfare League of America)

¹ Miss Crosby was loaned to the Family Welfare Association of America by the Metropolitan Life Insurance Company and did yeoman service by acting as assistant secretary to the Steering Committee.

the AASW's Unemployment Commission, established in June 1931, all but two became members of the Conference as well, and two of these served on its Steering Committee. The AASW believed that it would be more useful to put its weight behind the Conference, and its own Unemployment Commission, after a few months of existence, became more or less inactive.

The President's Emergency Committee for Employment was reorganized in the fall of 1931 under the chairmanship of Walter Gifford, its new name, the President's Organization for Unemployment Relief, indicating a changed focus. As state funds began to come into the picture during the fall and winter, the policy of this agency changed to the extent of recognizing the responsibility of states to come to the aid of localities, but it continued to set its face against federal intervention, as the testimony of its chairman at congressional hearings clearly shows.

When it first came together, the Steering Committee of the Social Work Conference on Federal Action was far from unanimous in its opinions, which ranged between "a frank advocacy of federal grants as a means of equalizing resources, a recognition of federal aid only as a last resort after local and state resources are exhausted, and opposition to federal aid as a matter of principle. There seems to be general agreement, however," the report states, "that any action which may be taken in Congress this winter will be of great importance to social work, and that if any federal appropriation is to be made for alleviation of unemployment through public works and federal grants in aid of relief, social work should exert such influence as lies within its competence, to assure sound methods in the allocation and administration of such funds."

The stated purposes of the Conference included:

1. Securing, analyzing and making available information on current proposals for alleviating unemployment through federal appropriations for public works and grants in aid of relief, particularly as to those aspects which, although outside the special competence of social work, may influence our suggestions on other aspects.
2. Developing (with as wide participation as possible in so short a period)

such suggestions as social work is competent to make in the formulation and administration of such a program.

3. Securing from those who are framing or proposing legislation, a hearing for the social work point of view, and developing support in the various social work groups for the suggestions developed through the Conference.

Just how the third of these purposes should be carried out had not been planned when, on October 26, J. Prentice Murphy forwarded to David Holbrook a letter from Senator Costigan's secretary, (with whom Mr. Murphy had been associated in the White House Conference of the previous year), asking for information as to "how completely the extent of . . . [the need for unemployment relief] has been measured, and what the existing agencies are prepared to do in the way of relief." Senator Costigan's own account of what followed is from the Congressional Record of February 5, 1932:

Before this session of Congress opened I was convinced that there is overwhelming need in America for relief, long disregarded. . . . So persuaded, when I arrived in Washington a month or so before Congress assembled; I immediately proceeded, by consultation with expert men and women, to obtain answers to certain questions. I dispatched letters and telegrams to different parts of the country, designed to secure the best available advice from those best advised on the relief needs and resources of the country. . . .

To my agreeable surprise, instead of receiving an occasional answer making random suggestions, I was promptly advised that there were large groups of leading social workers in America who desired to confer with Members of the Congress on this highly important subject. Some of those who responded, let me say in frankness, were opposed at that time to federal legislation. They were invited to Washington, none the less, for the conferences that seemed necessary for a sound solution of this problem. They came; a substantial number of them came; and on different days—mind you, this was before Congress assembled—full-day private sessions were held with men and women of America who know most about the overwhelming relief needs of the country, and are best qualified to advise on the most constructive way in which to deal with those needs.

On November 7, the first of these meetings was arranged in Washington, at which members of the Steering Committee and some co-opted members of the Conference itself discussed informally with Senators Costigan and LaFollette and Representative Lewis provisions of the federal relief bill which these legislators were then in process of drafting.

That so close a contact was established with Washington was of course due first to the fact that Senator Costigan had long fought for measures near to social workers' hearts, and his attitude toward them was already favorable. We did not have to peddle our goods as far as he was concerned. But the second important factor was that we had goods to offer. Although the differences of opinion within the group about the desirability of federal relief had by no means been resolved at this period, as Senator Costigan indicated, all agreed that the measure which was to be introduced should have every administrative safeguard which the experience of social workers could suggest, and there was whole-hearted cooperation in drawing up these standards. By the time of the first conference with Senator Costigan a preliminary report on suggested methods of administration was before the Steering Committee and later in the month, one upon Public Works had been prepared. These reports were made available to the Senators, and subsequently printed and circulated, with minor verbal changes, in the Steering Committee's report, which appeared in January, 1932.

This report stated definitely, as the majority opinion of the committee, that federal aid was required and that it should include both home relief and work relief, the latter preferably in the form of road construction. The arguments against federal aid were examined, and rebutted by arguments and facts in its favor. The Steering Committee's chief recommendations were (1) that federal funds should be given as grants-in-aids, for which the states should apply, furnishing supporting data and agreeing to abide by federal regulations; and (2) that allocation be entrusted to a board, whose executive should be the Director of the Children's Bureau. This bureau was, it will be recalled, the only federal agency in existence at the time whose program fell within the area of social work. These provisions, as well as many others suggested by the Steering Committee, were incorporated in the Costigan-LaFollette bill introduced on January 15, 1932.

Prior to this, however, two earlier bills had been introduced, and hearings held upon them before the Senate Committee on Manufactures. These hearings gave opportunity for the data on need for federal aid gathered

by the Steering Committee to be presented in support of the bills; and some twenty social workers appeared and spoke. The work of organizing the testimony fell to Walter West. A great deal of this testimony was used by Senators Costigan and LaFollette in the debate upon their bill, which, as we will recall, was defeated on February 16, 1932. Senator Costigan once said that after it was all over, one of the senators who had opposed the bill came to him and congratulated him on the informative and disinterested nature of the testimony produced in its support. "It is a rare thing," this man said in effect, "for a group of people to come before us armed with facts and argument, and seeking not their own benefit, but that of other people."

Contact with Washington on behalf of social work fell chiefly to four men who came to be familiarly called "The Four Horsemen." These were Allen Burns, William Hodson,¹ Linton Swift, and Walter West. Friends who called their offices became accustomed to the report, "He's in Washington for the rest of the week;" and every porter on the Pennsylvania Railroad became familiar with their faces!

Defeat of the Costigan-LaFollette bill was a victory for the Hoover administration. But the specter of want would not down, and almost immediately new bills for federal relief were introduced. Senator Wagner picked up the ball from Costigan and LaFollette. As originally introduced, his bill was very like its predecessor in respect to federal relief, but it doubled the appropriation, one-half to go to road building. The Steering Committee's relations with Senator Wagner at this point were not as close as with the other two senators; and since most of the work on the Wagner bill was done behind closed doors, no public hearings being held, the committee cannot be said to have had an effective hand in drafting the relief provisions of what emerged, after amendments, as the Emergency Relief and Construction Act, passed in July 1932 just as the Congress was disbanding. Leo Wolman, writing in the *Yale Review* a few months later, called it "unfortunate that, in this first experiment

¹ Mr. Hodson did not represent a national agency, and though a member of the conference, was not on the Steering Committee.

with federal unemployment aid, the recommendation made by organizations of social workers . . . was not incorporated in the law finally enacted by Congress."

The Steering Committee's program during the summer, while the newly-established Reconstruction Finance Corporation got under way with the program of relief loans to states and municipalities, was one of watchful waiting.

In November 1932, the Social Work Conference on Federal Action on Unemployment was dissolved, and the personnel of the Steering Committee became the Committee on Federal Action on Unemployment of the AASW.¹ The AASW National Board a few months later discharged its Commission on Unemployment, and merged the two programs.

There was little change in personnel thereafter, and no interruption in program. One prime advantage in the change lay in the use which could now be made of chapters of the AASW, and in the rapid exchange of information back and forth between the committee and related groups in important centers of population. From the first the Steering Committee had recognized that it was "lame" when it came to getting information from rural and unorganized territory, which in those days was not covered by a network of county public welfare offices. To meet this situation as far as possible, the AASW secured correspondents from among its members in non-chapter territory, and secured regular reports from them as well as from chapters, keeping all members informed about progress in federal legislation through the columns of its journal, *The Compass*. Subcommittees were set up on (1) Methods of Administration of Federal Relief, Joanna C. Colcord, chairman; (2) Federal Legislation for Transients and Homeless, C. C. Carstens, chairman²; and (3) Relief Needs, Re-

sources and Standards of Adequacy, Ralph G. Hurlin, chairman.

Efforts to substitute a more adequate federal relief program than that being conducted under the Reconstruction Finance Corporation were resumed in the fall of 1932. Senator Cutting introduced a bill, which failed to pass, amending the Emergency Relief and Construction Act to provide federal aid to states in caring for homeless and transients, and Senators Costigan and LaFollette reintroduced essentially the same bill which had been defeated at the previous session of Congress. Hearings on this bill were held January 3-17. The testimony of about 25 social workers representing the AASW was again arranged and organized by Mr. West, and an independent group, the Conference on the Maintenance of Welfare Standards, organized the previous November by the American Public Welfare Association and cooperating agencies in Chicago, presented a detailed and comprehensive report. On January 27 the National Board of the AASW reaffirmed the Association's support of a broader program of cooperation between the federal government and the states, in a series of resolutions transmitted to chapters together with an analysis showing that in six specified respects the Emergency Relief and Construction Act then in effect failed to contain provisions held necessary by the Association, while in these same respects the Costigan-LaFollette bill did provide these safeguards. The points regarded as essential were:

1. Grants to the states instead of loans.
2. A small appointive board of qualified persons to administer federal relief funds.
3. Specific authority in the federal board to assist in the development of state administrative programs.
4. Limiting of the federal government's relations to state governments in the allocation of relief so that the federal government does not deal directly with sub-divisions of states.
5. Provision for the homeless and transient.

The Senate again rejected the Costigan-LaFollette bill, and substituted an amendment to the Emergency Relief and Construction Act by Senator Wagner. The only improvement, from the Association's point of view, was that relief to homeless and transients was included; but the House failed to pass the measure before Congress adjourned.

¹ The committee functioned under this name until the fall of 1933, when its name was changed to *Committee on Federal Action in Social Welfare*. In April, 1934, when the AASW adopted a divisional structure, the committee became the *Division on Government and Social Work*.

² The work of this sub-committee soon was absorbed in that of a national Committee on Care of Transient and Homeless, appointed by the National Social Work Council, which secured an independent budget and engaged in a program of activities until December 1938, when it was succeeded by the short-lived Council on Interstate Migration.

The Hoover administration was now on its way out, and President Roosevelt was about to be inaugurated for his first term. The banking and financial situation of the country was tottering on the brink of the collapse which necessitated that the incoming President's first official act be the declaration of the well-remembered "bank holiday." The Reconstruction Finance Corporation was reaching the bottom of the millions appropriated to it the previous summer for relief loans, and no repayments from states into the fund had been made or could be expected. Unemployment was mounting, and the relief crisis becoming more menacing day by day.

In the dark hours following the inauguration, one of President Roosevelt's first concerns was the relief situation. The measure he wished to see enacted differed from the Costigan-LaFollette measure only in the method of administration provided: the President wished to have the measure entrusted to an independent federal authority. Calling Senator LaFollette in, the President asked him to set about drafting the new measure. He promptly called upon his old allies, the "Four Horsemen." Walter West was absent in the field at the time; and at the President's suggestion, Harry Hopkins, the Chairman of the New York State Temporary Emergency Relief Administration, was called into consultation. Hodson, Hopkins, and Swift put everything else aside and stayed in Washington until the bill was drafted and introduced in the Senate. Allen Burns took up the ball for the House, assisting Representa-

tive Lewis in introduction of the bill, organizing testimony at the hearings, and being himself on call for testimony during four straight days of committee discussion. The first Federal Emergency Relief Act was signed by the President on May 12, 1933, and later in that same month Harry Hopkins was appointed as its administrator.

In the June 1933 *Compass*, Walter West, letting his mind rove back over the two-years' battle, wrote:

The interpretation of social work testimony on the floor of Congress, and the several volumes of printed records, helped powerfully to confuse the complacency of a whole national administration and to bring about the desired cooperation of the federal government with the states. I believe this was due to the fact that our material came from our experience, and was more real than that of other groups.

Long before the final passage of the relief bill, the committee members had become united in opinion behind the necessity for federal relief. The chapters, with surprising unanimity, backed up that position. At the hearings no counter-testimony was introduced from social work sources—the profession presented a united front. More than that, it came armed with facts and reasonable arguments. Fact-gathering, criticism, and suggestions for improvement in the relief program were to become a major part of the Association's program, under the Division on Government and Social Work, in the years that followed, but the story of the first federal relief program must end here.

National Staff Appointment

The membership will be pleased to learn that Mrs. Elisabeth Mills has been appointed to the position of Associate Executive Secretary on the national staff. Mrs. Mills has been on the staff of the Association since 1938 serving as an Assistant Executive Secretary. From May 1942 until May 1943 she served as the Assistant Executive Secretary *in Charge* during which time she had complete responsibility for the conduct of the affairs of the Association. The Association is fortunate to have the services of a person of her personal qualities of leadership and experience in Association matters in this new position.

National Board to Meet

The regular fall meeting of the National Board will be held in Cleveland on October 22, 23 and 24. A list of the members of the Board including those persons who were elected this year appears on page 16 of this issue.

The results of the mail vote on the report of the National Membership Committee and questions relating to incorporation of the Association will be considered at the meeting.

A report on Board actions taken at this meeting will be submitted to the membership in the next issue of *The Compass*.

SOCIAL WORKERS IN THE CANADIAN ARMY

By Elisabeth Wallace, Executive Secretary,
Canadian Association of Social Workers

EARLY in the winter of 1942-43 a demonstration project was undertaken in the Army reception center with headquarters at Toronto, Ontario, by Miss Marjorie Keyes, a member of the Canadian Association of Social Workers. She worked as a civilian social worker for the doctors and psychiatrist of the Royal Canadian Army Medical Corps in that military district, assisting in the "screening" of recruits. Her task it was to obtain social histories and additional health information on men complaining of any illness which was not apparent to the medical examiners, and on those who were suspected of having had certain illnesses or whose suitability was regarded as doubtful.

This project was so successful that in January of this year a conference was held at Ottawa between various military departments and representatives of social work organizations to consider ways and means of arranging to enlist social workers, as such, in the Army Medical Corps, to carry on work of this sort. Out of this conference came a request to the Canadian Association of Social Workers for qualified people who might be interested in filling such positions.

A letter was sent out by the CASW to each of its members across Canada, outlining the plan and the qualifications desired, and inviting inquiries from those who were interested. From the very large number of applications which were received, twenty-two names were recommended by the Association to the Army authorities. Seven women social workers were appointed late in the spring of 1943 to Army reception centers with headquarters at Vancouver, Regina, Winnipeg, London, Toronto, Kingston and Montreal. Other similar appointments may follow in the remaining military districts if these social workers prove themselves so valuable that commandants in other areas decide that they wish to have the benefit of similar assistance.

These workers were all graduates of a school of social work, and a number of them also held other university degrees. They were enlisted as second lieutenants, the rank

to be raised to that of first lieutenant at the end of a three month period. Their uniform is similar to that of women doctors in the RCAMC. These social workers interview prospective recruits and conduct surveys relating to the maintenance of medical records. They are also concerned with the welfare of men rejected on medical grounds, and it is their responsibility to see that such men, when in need of help and treatment, are directed to the proper clinics and agencies. Primary qualifications for these positions were listed as: the capacity to work well with both lay and professional groups in the community, a flexible outlook, and good organizing ability.

So far as we know, this is the first time that social workers in any country have been enlisted as such directly into the armed services, although since the early days of the war a number of Canadian social workers have been employed in the auxiliary services of the Army and air force, in both the men's and women's divisions. These latter were, however, not recruited specifically as social workers, though in a considerable number of instances they have actually been doing a quasi-social work job.

In making the request to the Canadian Association of Social Workers for assistance in obtaining qualified personnel, the military authorities made it clear that they appreciated the fact that there was already in Canada a serious shortage of social workers. Many agencies have throughout the four years of the war undertaken a considerable amount of work for the armed services in connection with investigations for the Dependents' Allowance Board, the Dependents' Board of Trustees, the Department of Pensions and National Health and so on. The military authorities had no wish to render the continuation of this work unduly difficult by taking too many key staff members from existing social agencies. At the same time they naturally wished to have able, well qualified social workers appointed to the RCAMC.

The CASW, which had been struggling with the problems presented by the shortage

of social workers even before the war, and to a much greater extent during the past four years, was only too conscious of the needs of "home front" services and of the vexing question of priorities within the social work field. The Association was convinced, however, that it should do everything in its power to meet an appeal such as this. Its members were naturally eager to have an opportunity to use their professional training and skills in a war job that would be of value to the services in this time of national emergency. There was also general recognition of the fact that only as the social work group was prepared to meet present day demands to the best of its ability would it be

able to claim a voice in the settlement of problems of post-war reconstruction. The Association felt that these posts might well prove to be key positions for the interpretation of professional social work in areas where it had hitherto been very little known. It greeted with enthusiasm this evidence of growing public recognition of the fact that really good social services should be part of the provision of an intelligent government for its citizens, and that far from being mere stretcher bearers of society, they have a very positive contribution to make to the well-being of a healthy social and economic order. A challenge was presented, and the CASW was eager to meet it.

WARTIME COMMITTEE ON PERSONNEL

ACTING upon a recommendation which was approved unanimously by the organizations making up the Wartime Committee on Personnel in the Social Services the Executive Committee of the AASW has established a Wartime Committee on Personnel within the Association. The decision of the Wartime Committee to make this recommendation and subsequently to dissolve the inter-professional association committee as then constituted was reached after due consideration of the various alternatives and with appreciation of the advantages and disadvantages such an arrangement would present. The principal reason for recommending that an arrangement be worked out which would permit the representatives of the various professional associations to work with and through the AASW was that the Association is the organization with the largest membership and widest coverage in the field of professional social work. As the professional organization which represents all social work practice at the professional level it is fitting that the AASW should assume major responsibilities for leadership in problems relating to wartime needs of social work personnel. The alternatives of having a loosely organized group coming together to discuss problems and acting more or less independently between meetings, or the establishment of a new agency with staff, office and independent program, were believed to be less effective in terms of the job to be done.

The special Wartime Committee on Personnel is established on the same basis as other special committees of the AASW and

observes the rules of procedure established by the Association for these committees. As the name of the committee implies, it will function for the duration of the war. A continuation of this special type of arrangement after the war will be subject to review by the National Board of the Association. In order to preserve the values which result from continuity of experience the president invited the same persons to serve on the Wartime Committee on Personnel who are now representing their respective organizations on the interprofessional association committee. The following associations are represented on the committee: American Association of Medical Social Workers, American Association of Psychiatric Social Workers, American Association for the Study of Group Work, American Association of Schools of Social Work, American Association of Social Workers. The committee shall be made up of two representatives from each organization, usually the chairman and the executive secretary. If both representatives of any one association are not able to be present at a meeting of the committee, the member association will select an alternate with voting power with the approval of the committee chairman. The committee shall feel free to recommend to the president of the AASW the appointment of such additional persons who by reason of their experience or interest may be in a position to contribute valuable counsel. The chairman of the committee shall have the right to appoint such subcommittees as are necessary for carrying on the work of the committee.

Membership on subcommittees shall not be limited to members of the committee.

The purposes of the committee are:

1. To enable the member professional associations to work together to increase the supply of trained personnel in the social services during war and reconstruction.
2. To relate further the activities of the professional schools and the field of practice in regard to education for social work.
3. To provide for interchange of information, for exploration of interests common to the member associations, and for such joint action on these matters as may be deemed advisable.

The following principles shall guide the committee in its operation:

1. Although this committee is advisory to the AASW it will retain more initiative than the normal advisory committee and will hold a special responsibility for coordinating the activities of the associations for joint action.
2. The committee shall operate on a national level only.
3. The member associations agree to clear with the committee any policies in the definite area of the committee which may have national implications. This does not mean however that participation in the work of the Wartime Committee on Personnel shall interfere with independent action of the constituent organizations. For example, if the AASSW wished to pursue a curriculum study in the area of committee interest there would be no obligation beyond clearance of the project. By clearance is meant bringing information about a proposed activity or policy to the attention of the chairman or secretary of the committee in a formal way, that is, in writing.
4. Unanimous consent is required for action by the committee. In the event of dissent the individual organizations are free to take independent action. Nothing in the above procedure precludes the possibility of any independent action on the part of any association represented on the committee.

5. The organizations represented on the committee should make the fullest possible use of committee releases and policies worked out in their programs.

The Wartime Committee cooperated with national functional agencies in the preparation of a statement which would define the essential health and welfare services and the essential occupations within these services for use by the War Manpower Commission. Material for the Occupational Directory about occupations in the health and welfare services has also been compiled and will be available for release in the near future. The committee has outlined a three point program that stresses recruiting, professional education and maintenance of personnel standards. In cooperation with the Office of Community War Services and national public and private functional agencies the committee assisted in the preparation of data for use by the Office of War Information in its campaign to recruit professional social workers, which is now under way. The Wartime Committee on Personnel, representing as it does the professional associations, has decided to focus its efforts on recruiting persons for training in schools of social work. As a first step in aiding local recruiting committees the Wartime Committee on Personnel is issuing a recruiting kit which includes an assortment of material for use in planning local recruiting campaigns. In the area of maintaining adequate personnel standards the committee is preparing a statement outlining principles of selection and training of personnel which it hopes will serve as a guide to national agencies. Discussions with representatives of the national functional agencies are being held with the view that a constructive program of action can be initiated jointly in this all important area.

DISTRICT NUMBER PLEASE

We have been asked by the United States Post Office to request members of the Association to notify us of their district post office numbers. When you are next in communication with the national office please include this information.

ROLL CALL OF RECRUITMENT

By Ruth Gartland, Chairman, AASW
Advisory Committee on Recruitment

IN the March Compass your national Advisory Committee on Recruitment reported on chapter activities and plans in an article called "Recruitment for our Profession of Social Work." Now many of these plans have become a reality and several chapters have said that they are looking forward to a *continuous program of recruitment*. Your committee hopes that all chapters will follow this suggestion and will have a recruitment committee which is appointed as a standing committee of the chapter.

The number of chapters participating in recruitment has increased since our March report. Now about one-half of the chapters instead of one-third are actively engaged in this program. There have been changes too in emphasis.

We have discovered that recruitment is impossible without interpretation and that interpretation of our profession is impossible without a positive, creative, contagious conviction about its worth and social significance. We are no longer relying solely on the written word through the distribution of pamphlets, etc., valuable as these may be. There has been an increase in the use of a variety of media with growing emphasis on the spoken word and the personal contact.

A summary of chapter accomplishments should bring us a sense of achievement in the past year. We are making personal calls on many individuals representing many different interests. These include teachers, principals, vocational advisors, college deans, librarians, newspaper men, special feature writers, club women, advertising managers, business executives and radio personnel.

We are interpreting through talks and literature to high schools and colleges, to club groups, to church groups, to boards of social agencies and others.

We are using the radio for one minute spot announcements given twice daily over a period of time; for a five minute address on social work; for a ten minute dialogue on social work. (See report on New Orleans Chapter.)

We are organizing one day meetings to which we are inviting representatives of the

teaching professions from high schools and colleges, board members of social agencies, who represent various vocational interests, friends of social workers, AASW chapter members and others. (See report on Boston and New England Chapters.)

We are using as resources the national AASW, the National Publicity Council, the United States Office of Education in Washington, individuals skilled in publicity, and our own chapter members who have a flare for publicity. Many chapters have called upon the total membership to volunteer to speak, to write or to hold individual conferences.

A continuous program: These activities have convinced the majority of the chapters that this obligation of interpretation of our profession and recruitment for it is perpetual concern of the AASW and not a project for this year only. Some chapters have voted to have their recruitment committee become a standing committee which will have responsibility for a continuous program of interpretation and recruitment in the coming years.

The Roll Call of Chapters
March, April and May 1943. See
March Compass for report on
additional chapters.

Boston and New England Chapters. A program entitled "A Day on Recruitment for Professional Social Work" was given in Boston, April 9th. This program, sponsored by AASW, New England Division of Psychiatric Social Workers, and AAMSW was reported on in the June Compass. Attendance averaged about 225 persons and there was wide representation from schools of social work, undergraduate colleges and agencies. The program included sessions on recruiting, professional education and employment opportunities in social work and manpower problems, both war and post war.

Miss Leona Massoth, executive secretary of the American Association of Schools of Social Work, who attended the conference said that the speakers from the colleges contributed such ideas as (1) that some college students have never seen or talked with a

social worker, (2) that some older social workers who lack professional education are saying that education is not necessary and that apprentice training will do, (3) that the "how" of interpretation is important—positive, patriotic and reconstruction aspects together with interest in the welfare of human beings can be utilized as a trumpet call to the college graduate, (4) that it is necessary to interpret to parents who often prevent the choice of social work as a profession because they associate it with "work in the slums." The colleges reminded us too of the need for *continuous interpretation* of which we have done too little, of the need for *coordinated effort* and of the need to *publicize pre-social work preparation* in the colleges. They suggested wider use of the idea of a month for college juniors to introduce them to the profession.

Miss Leah Feder, chairman of the Boston Chapter's Committee on Recruitment writes, "There have been gratifying results for the committee in addition to the attention and participation evidenced at the day's meeting. A letter from Wellesley College asked for an advisory committee of social workers to work along with faculty members to popularize among the students the possibilities of social work as a career for college women. Not only will this mean channeling information to them but it will mean assisting in the introductory course in the field of social work, arranging field projects and visits."

The Boston Chapter, through the Council of Social Agencies, is also sending a letter and the two pamphlets printed by the AASSW to each executive of a social agency, asking him to take up with his staff and board the necessity for drawing people into social work.

Rhode Island is planning to have a day's meeting similar to the one given in Boston and is planning to work individually with the Rhode Island college representatives who attended the Boston meeting in "order to help them understand social work education and opportunities."

New York City received a good response from its members in March when it asked for volunteers to speak to undergraduate groups in the metropolitan colleges. They were told by an official in the Board of Higher Education however, that it would be detrimental to social work and unprofitable to send speakers to undergraduate groups because students are not interested in graduate study due to the availability of well paid jobs and to the interest in war work.

This seems to represent one person's opinion and to be only partly true.

Buffalo. In February the chapter was approached by the Alumni Association of the University of Buffalo School of Social Work to consider joint efforts in recruitment. It established a committee. In June it sponsored an open meeting on recruitment at which the chairman of the national AASW Advisory Committee on Recruitment spoke on "Social Work, A Modern Profession of Community Service."

Northeastern Pennsylvania proposed to present the need for recruitment to the Council of Social Agencies.

Pittsburgh has voted to maintain a standing committee for interpretation and recruitment for our profession. Miss Binder, chairman of the chapter's Committee on Public Relations, writes in part, "As chairman of the committee I saw superintendents of city and county, public and parochial schools. They asked that we submit a list of our speakers. We sent out 68 letters and received 13 requests. At the same time that we were getting in touch with the schools, we canvassed the chapter membership to ask for volunteers to speak. Forty-eight members returned the form which we sent out and a number volunteered verbally. We had a meeting for the speakers at which the director of vocational guidance of the public schools gave us suggestions about what would interest high school students and how to approach them. He suggested speaking to small selected groups rather than large assemblies. He said we would have to prove to teachers as well as pupils the necessity for two years post-graduate training for social workers. We have sent out 16 speakers. We are now in the process of sending letters to the schools which asked for speakers to get their reactions to the value of the project. We will then call a meeting of our committee and the speakers. I suggest that recruitment be made a continuing activity of the chapter. We have made only a start this year."

Washington, D. C. had a chapter meeting devoted to recruitment including as one speaker the "War Review Editor" of a newspaper.

Delaware distributed material on recruiting to high school students and vocational advisors.

Akron. Miss Margaret Milloy writes, "We have interpreted social work to the students at Akron University and plan to discuss

social work with students returning here from other colleges. We had an open chapter meeting to which we invited school principals, representatives of the Board of Education and others. We have compiled a list of social workers who will be available one afternoon a week to discuss our profession and have sent this list along with the pamphlet *Social Work as a Profession* to all high schools in the county, to the University and to the public library."

Cincinnati has published an interesting brochure called *Lives to Rebuild* which Miss Dinah Connell, chairman of the Recruitment Committee, writes has been sent to schools in the greater Cincinnati area. The brochure says "Let's Talk—You and I—of our need for you in this new fight of reconstruction—of your opportunities in social work, a profession born to lead and serve—of the social work preparation needed in the coming peace—of available scholarships for training courses, of opportunities for conferences with specialists in social work."

Dayton. In March the personnel committee reported fourteen vacancies of professional social workers.

Mahoning Valley planned a conference on Social Work and the War and invited college students.

Grand Rapids. Miss Myra Thomas, chairman of the chapter's committee, reports that the committee continues to formulate bulletin board material which is sent monthly to the schools. The titles of this material attract attention. Some of them are "War Enlists the Social Worker," "How Do Social Workers Serve Uncle Sam." Chapter members have round table discussions with students and take part in "Career Day" in the schools. The committee has had contact with 28 prospects. It will ask the Council of Social Agencies to help.

Detroit planned to introduce students to program of AASW.

Twin City reports through Mrs. Robbins Gilman that it has seen the executives of social agencies in order to study the personnel situation. The study showed 101 vacancies and 552 positions filled by non-members of AASW, or a total of 653 positions in which professional social workers are needed.

Milwaukee interested eight out of nine colleges in having a chapter member spend a day on the campus.

Chicago In February Mrs. Mary Wirth, chapter executive secretary, wrote, "In accordance with your suggestion in Bulletin No. 759 our executive committee decided that recruitment is a continuing obligation and a committee was appointed."

In the Chicago Daily News of 3-27-43 was published an article by Helen Cody Baker called "Another Shortage to Worry Us." It is a long article (a broad column, the entire length of one page) and it tells of the shortage of social workers, the qualifications necessary in personality and preparation and the opportunities in various fields of social work. In May the Chicago Chapter reported activity in interpreting social work as a career among students in high schools and colleges.

Illinois has a committee with members from various towns in the state. A letter from the committee states, "Many of the Illinois colleges are showing an active interest in pre-professional education for social work." This committee obtained copies of *Social Work as a Profession* and *The Social Worker* for each chapter member, and also copies to be used in recruitment in high schools and colleges. It plans to interpret the need for professionally educated social workers to club groups, etc., to enlist their interest in encouraging young people to take training and to provide scholarships to assist individual students.

We have indications that *Arizona, Colorado, California, Kansas, Nebraska, Oklahoma* and *Oregon* are active in recruitment. **Arizona** appointed a committee whose activity was to give speeches to high schools and colleges. The **Denver** Chapter had a panel discussion on shortages of social workers and recruitment and its committee planned to interpret social work to schools, colleges, AAUW and church groups. **California East Bay** reported speeches before church and school groups during which there was need for interpretation of why social workers are needed when there is less need for economic assistance. **Los Angeles** Chapter heard a report on recruitment given by Dr. Arlien Johnson of the School of Social Work, University of Southern California. The chapter found it hard to find time for volunteer activities but decided to try to help in recruitment for professional education. **Topeka** had indicated an interest in furthering professional education for social work. **Nebraska** sent pamphlets to 16 colleges and 12 responded. Interest was being stimulated too among high school seniors. **Oklahoma** devoted two

chapter meetings to the problems of recruitment of personnel and professional training. Oregon has stimulated extension courses and has tried to interest boards of social agencies in granting educational leaves and staff members in making use of them. Talks furnishing information about the profession of social work, the importance of selecting accredited schools, scholarship and fellowship opportunities and placement opportunities for trained social workers were given in seven of the nine Oregon colleges. These have been followed up by individual conferences with students seeking more information and by mailing recruiting pamphlets to colleges where talks were given.

Your committee has had also reports from the *Georgia, Louisiana, New Orleans, Memphis, St. Louis and Kansas City* chapters. In *Georgia*, in March, the chapter chairman was to appoint a committee "charged with determining the feasibility of contacting colleges throughout the state and participating in vocational planning activities."

Louisiana, in December, wrote, "The committee has plans under way for a comprehensive program for interpreting social work education throughout the state with emphasis on vocational opportunities offered by our profession in the war and post-war periods. Work will be carried on through the branches and will be coordinated with that of the New Orleans chapter." In February, the Monroe Branch had presented an interpretative radio skit on the field of social work and opportunities in it. The skit was presented by a panel of four persons and took fifteen minutes. The *Baton Rouge Branch* of the chapter presented material over radio station WIBO on March 29, 1943. This was the first of a series of monthly broadcasts on "Social Welfare in War Time." It also wrote letters to the senior class at Louisiana State University. Other branches planned speeches and publicity. The national office has copies of these broadcasts.

New Orleans, on April 27th, sent us a full report of its activities. The chapter's committee is composed of 11 members representing AASW, AAMSW, AAPSW, AASSW, AA School Social Workers, FWAA, APWA, group work agencies, Council of Social Agencies, and a publicity coordinator from the Office of Civilian Defense. Beatrice Hodge, chairman of the committee, writes, "The committee got into action in January and will continue on into May. Twenty-three talks will have been given to high schools (Catholic,

public, private), colleges, and sororities, women's club, AASW chapter, AAMSW chapter, and State Conference of Social Work. Individuals seen included presidents of clubs, deans of colleges, principals of schools, and vocational advisers, to all of whom literature was given."

The experience of this chapter in regard to newspaper publicity should be given special notice. Again quoting Miss Hodge, "Through the Committee's publicity coordinator the publicity in the newspapers has been quite extensive. The opening news article was a feature article of about 700 words which presented opportunities for careers in social work and explained the purpose of the committee. There has been continued publicity as our talks were given. Articles have appeared in the papers of five colleges. In one a list of their graduates who had become social workers was given. Free advertisements and time on radio programs were given by various department stores and industries. The advertisements answered such questions as, 'What does social work offer?' 'Where will you find a job?' 'Where can you prepare?' The radio programs consisted of one minute announcements, a five minute address regarding social work, a ten minute dialogue. In obtaining these it was necessary to see the editors of the newspapers, the advertising managers of business firms and radio. *All of them—and they were intelligent people—had very little conception of what social work was, and would accept nothing for the papers or radio that had not been examined by a publicity person first.* Through the publicity coordinator, contacts were made with a writer of feature articles in an advertising firm and she went over all our material. The newspapers said they wished to cooperate but that *articles on social work were dull because they were written in language not understood by the average American.* Publicity was also checked with the Office of War Information. As a result, that office agreed to put into local papers any Associated Press articles which mention social work. There has been considerable response from the publicity. The speakers always mentioned the two schools of social work in Louisiana and other schools and all fields of social work. The names of all prospects who qualified educationally, however, were referred to the two schools of social work in Louisiana. One interested student wrote that if more publicity were given to social work, many more students might enter the profession.

"In this work the New Orleans Chapter consulted as resources: the national AASW, the Louisiana Chapter, the National Publicity Council in New York, the United States Office of Education in Washington (for a possible radio skit—learning that their series 'Gallant Women of America' did not include a social worker). The committee believes that the public should be better informed about social work before raising money for scholarships is attempted. A sub-committee has been formed, however, to consider approaching the Community Chest for scholarship funds."

St. Louis is interested in obtaining scholarships and in professional education for the Negro.

Memphis began in November to "stimulate interest in three colleges in social work as a profession." In December, there was a report given the chapter on material received from the national AASW office with the statement that the keynote of material from the national was recruitment. It was thought that speeches at colleges were necessary in addition to literature. Local progress in recruitment of Negro students was mentioned. In January, the chapter had a speaker from the Nashville School of Social Work who suggested directing effort to high school groups. In February, the dean of a college had asked for a speaker to address the student body, and the Superintendent of the Board of Education had agreed to have AASW members see high school principals about group meetings with junior and senior girls. A pamphlet for recruitment published by the Western Kentucky Chapter was reprinted for distribution along with material from the national office.

Our recommendations to the national staff you will recognize as many of you have thought of them too. This should give us the feeling that we really have "worked together continuously" because our spontaneous recommendations are in agreement. They are:

1. That interpretation and recruitment be a continuous concern of chapters and national AASW.
2. That a box in *The Compass* be set up for chapter exchange of experiences in recruitment.
3. That AASW national staff in cooperation with the other professional associations try to obtain funds for a nation-wide program for interpretation and recruitment for the profession. Chapters wish an interpretive moving picture for use in recruitment.

4. That an individual be employed on the national staff to be in charge of such a program who knows publicity and social work.
5. That councils of social agencies take more responsibility for recruitment.
6. That scholarships for professional education be secured from a variety of sources.
7. That student membership in the AASW be considered by the National Board.
8. That personal contacts be made with a variety of groups, in addition to the distribution of written material.
9. That brief and simple material about social work be distributed widely with no charge made.
10. That an additional pamphlet "Why Professional Education for Social Work" be written with present students and recent graduates asked to contribute to it.
11. That social work be interpreted with conviction, as a service which furthers the well-being of the total community.
12. That the creativity demonstrated in individual chapters this year be used for the benefit of all chapters. Chapter members have written radio skits, pamphlets describing social work, bulletin board material and newspaper articles which would be useful to others.

Western Kentucky expressed interest in a recruiting film. This chapter apparently "hides its light under a bushel." Although we have had no direct report, we have learned that the Memphis and New Orleans chapters have used a pamphlet formulated by a member of this chapter. New Orleans writes, "We used 'Social Work—Your Career' written by a member of the Western Kentucky Chapter because it was simply expressed and brief and therefore excellent for distribution." The national office will profit by this hint!

Your committee has formulated material which is brief and we hope simple. One leaflet which can be enclosed in an envelope is called "Social Work—A Modern Profession of Community Service." Another is designed for use on bulletin boards. These together with other material have been included in the "Recruiting Kit" which is being distributed by the Wartime Committee on Personnel as an aid to local recruiting groups. Other brochures need to be written.

Your national Advisory Committee has enjoyed this experience in working with you. It is now represented on the Subcommittee on Recruiting of the Wartime Committee on Personnel which is looking forward to the same measure of cooperation from local recruiting groups and continued progress toward our common aim of increasing the supply of professionally trained social workers.

National Board Report on 1943 Mail Vote

The National Board herewith reports to the membership the results of the mail vote conducted in June of this year on the special study of membership requirements and Association incorporation. This report has already been sent to chapters for their information along with a complete tabulation of the votes by chapter. Procedures for conducting the vote, including the counting and tabulation of ballots, were approved by the Executive Committee and conducted under the supervision of Miss Mary W. Rittenhouse, member of the National Board and Executive Committee.

THE National Board has reviewed the tabulation of votes on the 2167 ballots received from members on the three questions on membership requirements and the three questions on incorporation of the Association, and submits herewith a report to the membership on the results of the balloting.

There were 2086 valid ballots cast on the membership requirements questions, and 2080 valid ballots cast on questions relating to incorporating the Association in New York State. All but two of the 91 chapters of the Association were represented in the voting. Returns were not received from Puerto Rico and Hawaii where members could not participate because of distance and the time limit necessary for return of ballots.

The bylaws of the Association require that to be binding on the Association management, action taken by means of a mail vote must represent at least one-half of the membership in at least one-half of the chapters. In spite of consistent and continuous efforts to promote study and discussion of the National Membership Committee's report from October 1942 when it was issued, until June 1943 when the vote was taken, through chapter and regional meetings, articles in *The Compass*, bulletins to chapters and supplementary information submitted with the ballot, only about one-fifth of the membership used the mail vote as a means for expressing an opinion. This was the second attempt in Association history to conduct a referendum by mail, and although the returns were considerably larger than the 475 ballots cast in June 1942 mail vote, the 1943 vote was much smaller than the Board had hoped. Under normal circumstances the issues involved in the 1943 mail vote would have been debated and decided at a delegate conference. War-time conditions necessitated the cancellation of the 1943 Delegate Conference and the

Board decided to use the mail vote as the only alternative for action by the membership.

A summary of the returns is given below as well as an analysis of the comments sent in by members in connection with the questions on membership requirements. There were no comments on the matter of incorporation.

The Vote on Membership Requirements

Question 1—Do you believe that the present requirements for AASW membership as now given in Article IV of the bylaws should be maintained for the immediate future?

Yes 1838
No 248

Question 2—Do you believe that admission to membership in the AASW should be through meeting the regular membership requirements rather than by means of alternative requirements for different fields and groups within social work?

Yes 1597
No 489

Question 3—Do you endorse the criteria for membership requirements as a statement of Association policy?

Yes 1941
No 145

No vote	8
Invalid Section I of ballot.....	59
Totally invalid ballots.....	14
(Invalid because of failure to put name and address on the ballot envelope, or because of writing on the ballot.)	

In only two of the eighty-nine chapters from which there were returns, was there a higher negative than affirmative vote on question 1; in one chapter 30 against and 27 for the question; in the other chapter 6 against and 5 for the question. In only four out of the eighty-nine chapters was there a higher negative than affirmative vote on question 2, the negative votes being 4, 34, 7 and 7, as compared to affirmative votes of 3, 23, 4 and 6

respectively. In no chapter was there a higher negative than affirmative vote on question 3.

The Vote on Incorporation

Question 1—Do you authorize the National Board to dissolve the incorporation of the AASW under the laws of the State of Maine?

Yes 2026
No 54

Question 2—Do you authorize the National Board to incorporate as a membership corporation under the laws of the State of New York?

Yes 2035
No 45

Question 3—Do you authorize the adoption of the present bylaws of the AASW revised to meet the requirements of the corporation laws of New York State, as the bylaws of the newly incorporated organization?

Yes 2034
No 46

No vote 48
Invalid Section II of ballot.... 25
Totally invalid ballots..... 14

Comments on Membership Questions

Thirty-five of the sixty-four individual comments were signed by members making them. There were 36 chapters, 3 non-chapter areas and 3 state councils represented in these separate communications, and their length varied from two words to over two pages of single-space typing. Only six of the letters were in support of affirmative votes, though three of those opposed took this position because they wanted higher requirements. Twenty-eight letters supported a negative vote on question 2 because the members believed that special requirements are necessary. Of these the largest number wished to endorse the minority report in favor of special requirements for group workers. A few expressed concern for executives and other leaders in the field who are ineligible for membership under the regular requirements, though only one person seemed to be in favor of a "Section 6" type of procedure for admission of the exceptional person. Three members wanted further consideration of an examination procedure for admission to membership, for those people unable to meet requirements of professional education. Four letters spoke in favor of an all-inclusive membership open to anyone working in the field of social welfare. One of these letters suggested a special status of "Fellow" for mem-

bers who are graduates of schools of social work. Other letters had the same general aim of broadening the membership base but suggested that this be done by lowering the requirements for junior membership or creating an associate membership. One member thought that a college degree plus two or three years of experience in the field should be sufficient qualification for membership; another wanted experience in a recognized agency to be permitted as a substitute for the 300 clock hours of field work. Several members suggested that the AAMSW, AAPSW, and AASGW be consolidated with the AASW.

There was considerable interest on the part both of some of those who wanted to retain present requirements and those who wanted special requirements established, in the possibility of strengthening the curriculum in the schools of social work for students in group work, community organization and public welfare. Suggestions were made too about the possibility of greater flexibility in granting credit for equivalent work taken in courses in progressive education, recreation, etc., in other educational institutions than schools of social work.

Several members in one chapter suggested a study of the educational background of the present membership to learn what proportion of the members could now qualify under the existent membership requirements, and whether there has been an increase or decrease proportionately in the membership in recent years of those who can meet the regular requirements.

Comments on the criteria for professional membership standards were revealing, too, in the interest shown in subject matter for further consideration in Association program. For example, one member thought that so much emphasis should not be placed on personnel standards unless the Association was ready to affirm its willingness to participate in the implementation of such standards in specific agencies where violations of professional principles occur. Other members wanted provision in the criteria for a standard of ethical performance and for evaluation of a social worker's judgment and general philosophy as part of the standard for membership. Some of the comments revealed the need for a better understanding on the part of the membership as to what the membership standard is. One letter, for example,

assumed that membership is now for purposes of certification. Another member believed that graduation from a school of social work is new as a requirement. Several members believed that the requirement for 300 clock hours of field work is for field work in social case work exclusively, etc.

The Board considers that even though less than one-half of the membership participated in the mail vote, there is clear evidence that a sizeable portion of the membership have

indicated the direction they wish the Board to follow for the immediate future on the issues voted on. The tabulation of votes and letters from individual members as well as letters received from chapters throughout the membership study will be studied further by the National Membership Committee and the National Board in relation to management of the Association and program and committee plans. There will be a further report to the membership on these matters after the fall meeting of the National Board.

Lilly Crackell

Social workers everywhere probably noted that a book reviewer of the *New York Times*, Lorine Pruette, in reviewing Caroline Slade's book *Lilly Crackell* in the May 29 Sunday Times Book Review Section, directed her remarks against professional social workers rather than discussing the merits of the book. The New York City Chapter authorized its chairman to write the following letter of protest to the Sunday Editor of the Times:

The review of Caroline Slade's book *Lilly Crackell* which appeared in the May 29th issue of Sunday Times Book Review section was written by Lorine Pruette, who used her opportunities not so much to review the book as for an outburst against social workers. I have been asked as Chairman of the New York City Chapter of the American Association of Social Workers to reply to that review.

Miss Pruette may or may not be a competent book reviewer. I will grant that the general public is still a long way from accepting welfare as an essential function of government in the protection of its people and from accepting social work as a tool of democracy. But Miss Pruette, if she is to accept responsibility for this kind of book review, should know these things. When she talks about the "kind of world that tolerates Sand Hill (slums) and social workers," she is right in assuming that our society and our democracy need not inflict poverty upon people or tolerate bad social conditions. She is as naïve to suggest elimination of social workers as she would be to suggest that the world should not tolerate illness and should eliminate doctors. If social work were a better established or older profession, would she dare to talk about "social workers who live off the poor and have a good name"? Would she say that doctors live off the sick and lawyers live off those who have difficulties with the law and that their function is not to help people get well or out of hardship?

Her second misconception is that the malpractice of social work is the practice. Needless investigations, lectures for moral lapses, giving to the "worthy" as against the "unworthy" are uncharitable and harmful practices, not of trained people, but of well-meaning, misdirected laymen who want to do some vague

"good." There are some communities having no concern in employing skillful people for their welfare positions, or paying them adequately. These communities get exactly the services they pay for.

Her third error is a concept that social workers are "creatures of the welfare boards, pushed around by rich Lady Bountifuls." No practitioner of social work has to stay in an agency in which he does not have faith. Many positions at present are waiting for him if he is capable, and in any agency for which he works, he is entitled to exercise an unhampered use of his skill. The equipment he possesses is something the agency engages in behalf of helping people.

Social work is confined to no group or so-called "class," as the disadvantaged, the pathological, the unemployed. To paraphrase Homer Folks, social workers know that, although many may be born to poverty, achieve it, or have it thrust upon him, no man needs to stay in such a state of life. Ours is the profession called upon to help individuals find and use their own strengths and to keep their balance in the midst of change and pressure. As a central discipline in the welfare function of government, it is social work's job to look far ahead and make plans with others in the community to prevent the development of bad social conditions. Through its present services to families of men in the armed forces, to men and women in defense industry, it is today not working on problems of starvation, but is freeing troubled men and women for production and fighting.

An awareness of public misconceptions and prejudices should be part of the equipment of any competent book reviewer. This equipment Miss Pruette lacks. We object to her use of your book column for an editorial invective against a profession.

From recent chapter reports and correspondence it is clear that there is a lively interest in social work administration among the membership and that chapters are finding useful the report on the work of a committee in the Pittsburgh Chapter, published in the March *Compass*—"Administration as a Social Work Function." The chapter and also the national Association would be very glad to hear from others who are working on similar questions and who may have reactions to the report or other comments to pass along.

COMPASS EXCHANGE

THE COMPASS is always anxious for contributions from its owner—the members—in the form of articles, letters, comments. It publishes as much of this material as space and other considerations permit. Some of those received most recently are reproduced below.

On the Substance of Social Work

In our efforts to penetrate to substance and to formulate a philosophy of social work, we must begin with systematic elucidation of underlying presuppositions and principles. This is one fundamental conception involved in Miss King's article ["The Substance of Social Work" in the April 1943 *Compass*] which appears to imply that only by such systematic reflection can we bring into focus the essence or substance of social work. If, therefore, the philosophy of social work is the desideratum, then it must consist in an analysis of questions such as those presented by Miss King: "What is the end and goal of this [social] service? If it is for the public and individual good, what is the 'good'? What values are implied as coming first and taking precedence over others? From what philosophy of social work do these values stem? To what concept of man and his needs is this service directed? . . . What is its [social work's] essence dissociated from any one function?"

The development of a philosophy of social work cannot avoid these questions or their implications; they are among those which are primary in the descriptive and analytic generalizations constituting the ethics and metaphysics of this field. . . . The committee's [Committee on Organization and Planning of Social Services] initial concern and subsequent lack of concern with these questions is disappointing. There is ample evidence, both verbal and written, that we feel keenly the need for a philosophy of social work. . . . I would like to suggest that this need will not be fulfilled until we recognize that a distinction must be made between the development of technique and of skills and the concern over situations, on the one hand, and the philosophy of social work, on the other hand. . . . In the absence of the recognition of this distinction, it was perhaps inevitable that [the committee's] considerations of theory

were absorbed by considerations of practice. . . . The philosophic questions formulated by Miss King are not dictated by the content of experience; they are logically antecedent to factual experience because they are conceptions in terms of which factual experience is made meaningful. . . .

But it appears further that the committee wanted the definition [of social work] to include not only essence and philosophy but also a statement of "the skills . . . of social work that are useful in any time of stress." This is a reach for a formula that would exhaust the differentia of social work with all its rich implications and that would include the wealth of experiential details. That the grasp was futile is not surprising. A definition of social work or a philosophy of social work does not add to our factual knowledge in the field any more than a definition of science or a philosophy of science adds to factual scientific knowledge; a definition or a philosophy is a systematic way of *understanding* that knowledge. The skills in the practice of social work do not result from analytic reflection on the factual data in the field any more than the goodness of a particular person results from a study of the systems of ethics; any more than the skills necessary in laboratory work result from a knowledge of the philosophy of science, or any more than the skills of a practicing artist result from acquaintance with the theory of art. The skills of social work cannot be deduced from theory; they must be determined in relation to the situational novelties. Can we reasonably assume the responsibility of absolute foresight with regard to these novelties?

It goes without saying that the committee's answer to this question would be in the negative. Yet the implication of its fourth requirement of the definition of social work is that the answer is in the affirmative, for this fourth requirement is that the definition must answer the question: "What is the essence of

the job being done in a new setting?" But how can we expect an answer to this question unless we know the character of the setting? Of course, that is just what we want to know, and we can know it only by a study of the new setting. This study cannot be undertaken unless the setting is available; insofar as the committee is on solid ground in requesting pertinent information from individuals and chapters. Why, then, expect the definition to do this work? . . .

George T. Kalif, Acting Director, College of William and Mary, Richmond School of Social Work.

The Auspice Question

I have just read Miss Kahn's article in *The Compass*, "The Real Crisis in Social Work," and I move to raise at least one question. This speaks of the possibility of other fields such as labor unions or industries being auspices under which social work might consider its future development.

My own feeling of social work under any auspices except its own is that its development is handicapped by the major interests of the organization under whose auspices it is being administered. This does not hold true with respect to the government because each unit of government is responsible primarily to the people for performance whose merit is to be judged largely upon its own program. With business or labor unions social work could only be a subordinate, as it is in the church and as it is in education, and the philosophy, which is another way of saying the paramount values which social work attempts to protect, would not be those of social work but of industry and labor. We have seen it happen, of course, in industry. It would be far more embarrassing to have it happen to social work under the auspices of labor.

In other words, my feeling is that social work has a rather restricted set of choices with respect to the auspices under which it may be undertaken. On the one hand it can't follow the precedent of most of the other professions and operate on an individual basis, largely because it has to be a representative of the community quite as much as the advocate of its clients; where, on the other extreme, it cannot be incorporated as an effective function in other strong social organizations such as the church, industry or education, without losing much of its unique value. The development of probation and

parole in this country is a tragic illustration of that handicap. The only exception, and I don't know how valid a one it is, would be the auspices of medicine under which social work sometimes operates. That has not been wholly happy or beneficial to either social work or clients. In medicine we have the laboratory in which the relationship between social work and other auspices is being hammered out and if I can foresee the trend with any accuracy, it will be in the nature of a partnership between medicine and social work rather than the incorporation of social work into the institution of medicine. Psychiatry has come pretty close to such a partnership and almost from the very first has shown the value of cooperative relationship between two equals of which social work is one, rather than considering social work as a function within another organization.

That contrast seems to me the perennial menace to real professionalism in social work, the menace of having our objective side-tracked by the dominant objectives of another social institution or profession.

Frank J. Bruno, Director, Washington University, George Warren Brown Department of Social Work, St. Louis, Missouri.

Need for Democratizing Social Agencies

I agree wholly with Miss Kahn [in "The Real Crisis in Social Work," June 1943 *Compass*] that the field of social service (and may I add, especially the private field) had better look into its practices and eliminate the organizational rivalries, obsolescent institutions, personnel pirating, personal ambitions, etc.

Miss Kahn suggests four factors which are perhaps "inimical to the fundamental purpose of social work": (1) The structure and government of the social agency; (2) The specific character of the agency's function; (3) The limited or peculiar basis of support; and (4) The use of personnel. I should like to suggest two additional factors which I consider "inimical" to the welfare of social services. Perhaps Miss Kahn has implied these in her discussion, but I feel that they are worthy of mention.

First, I should like to suggest that the agency (especially the voluntary agency) of the future will need the support of the gen-

eral community and not only the support of the influential few. The latter has the danger of "a self-perpetuating board without democratic control," to use Miss Kahn's own words. A study of our voluntary agencies will reveal a glaring neglect of this democratic control. Such a control means the broader use of the community's citizenry for the auspices of the social service agency. It means a deliberate search for board and committee leadership among those people who are better acquainted with our clients' needs than are a number of "trustees" who seldom come to board meetings and have very little knowledge and understanding of the community's problems.

My second point is that a social service agency, if it is to serve the community in the democratic fashion suggested above, must first have democracy within its own setup. The time is past when the agency's policies were determined either by the executive or the influential board members alone. Professional workers these days feel responsible for the agency's policies for they are the people who face the community's questions and challenges in regard to these policies.

To state it frankly the question is: Do our agencies invite this democratic participation on the part of the staff? Let executives ask themselves honestly if they like such democratic participation. There are very few executives who really and honestly foster such democratic responsibility for responsible and trained personnel. Very often the alert staff through its daily association with the community will quickly recognize the needs and the wishes of that community. The same certainly holds true for the needs and the wishes of the staff itself. I seriously wonder what our agencies have done to invite the expression of the staff's vital information, be that information related to the community or staff needs.

To reiterate: Our agencies (especially private) have so far failed on two fronts. They have ignored a vital life line to be found in the broader and more democratic participation in their administrations by those who are close to the clientele. And they have also failed to utilize constructively the democratic participation of staffs in the problems of agency policies. Perhaps the two have a common cause.

David B. Goldberg, Kansas City, Missouri

Toward a More Democratic Neighborhood Organization

The generous invitation extended by *The Compass* in its June issue to members of the AASW to participate in the discussion of questions Miss Kahn raised in her able and provocative article ["The Real Crisis in Social Work"] leads me to attempt to deal with one of the aspects touched on, namely, the need for a more democratic management in private social agencies. The experience we have had at Greenwich House beginning with October of 1940 has been so fruitful that I would like to review it briefly, not as a model for other groups but as a suggestion for further inquiry and study.

In the late spring of 1940 our brilliant young Scotch sociologist and research worker, the late Lieutenant William Henderson (lost in Alaska in December 1942) came to my study and presented me with a document he asked me to read at my leisure. He smiled as he said it was the joint work of several staff members. I couldn't help thinking he handed it to me somewhat gingerly, as if he were not absolutely certain, though hopeful, of the fate of the document.

But on reading it I burst out laughing for I could see that not only was it clearly constructed and full of promise, but also that it disposed nicely of the problems bound to face most agencies—that of the old executive. What shall we do with her? After all she has had a long and valuable experience that must have taught her something that should not be lost. If now that experience could be utilized, leaving plenty of room for new decisions dependent upon present experience and attitude, maybe a balance could be established that would be beneficial.

I appreciated the friendly handling of this problem which so often is treated mechanically. For in general there is a retiring age fixed by law or custom. Sixty-five or possibly seventy is a deadline. This is set on the basis of averages. It doesn't take into account blood pressure, work capacity, gift for organization, ability to sleep well, or countless other physical and mental signs of health or deterioration. Probably this rough measure of work value determined by the number of years spent is on the whole useful. But if whatever values remain in an old experienced executive could be saved while new "blood," new ideas, new plans can be effected, we

might be able to eat our cake and have it too, as it were.

I saw from reading Henderson's statement that his idea was that a more democratic mode of making decisions and carrying them into effect could be found than by following traditional forms of settlement management. What is that tradition? The old hierarchy is a board of managers, an executive, an assistant and a head of a department. In this form of management, while the board is legally and sometimes in practice in charge, the executive becomes, if at all a strong leader, the determining factor. The assistant carries out the will of the executive and the heads of departments are responsible to the executive. No matter how full of information and friendly discussion staff meetings may be, final decisions are made by the executive headworker. As the executive becomes older she may lose energy and may not overflow with new ideas suitable to the changing times. Or if she does "keep up" with the times, the very fact of long experience may be regarded as a disadvantage rather than an asset.

For what wouldn't work in the past might work under new circumstances. Youth needs young leadership even when it loves or venerates the older leaders. The old general, the old statesman, are always and rightly the subjects of criticism.

The Henderson memorandum as I read it tackled two questions simultaneously, what to do with an old executive and how to democratize management. I was enamored by the suggestions made and adopted the plan with enthusiasm and curiosity. If it demoted me, it really gave me a place of real if limited importance which otherwise might have gradually vanished in toto. And if the democratic plan should turn out to work well we would have killed two birds with one stone.

So the plan went into effect in October 1940 in the beginning of our work year. In brief the plan provided for the integration of departments by making all basic decisions, decisions of the total staff. Those participating in our staff decisions were the heads of the personal service and health, nursery school and child care, group work and recreation, pottery, music, theatre and plastic arts, consumer and adult education, research, and house maintenance. Each group brought in a plan of action and program. Questions

were asked and if any worker was in doubt, discussion took place and decisions made in the light of the discussion. Responsibility was fixed for action.

As the executive, I was to act as chairman of the staff with the right of discussion. The staff also incidentally managed to save a substantial sum of money the first year by this more intensive management. For the heads of each department see pretty clearly where savings can be effected in other departments. And there is the constant tendency to tighten up, eliminate, and reclassify. When new and fertile ideas are presented, their execution can be planned for within the framework of the staff.

It is true that staff membership may also become crystallized. But the point is that this too becomes more clearly seen in group management than it does in the old vertical series of responsible action. A department or group that has to justify itself, not only to a headworker but to all the other group leaders, lives and works in the bright glare of joint concern and interest. Favoritism is lessened, and a balance of interest conserved. We have found it especially useful to have maintenance workers participate in these staff meetings. Everybody is in on the ground floor and decisions have to be made. Whereas in the older plan of management an executive may delay decision, or not let every department know what happens to every other.

It removes the need of union organization. I had always said that no opposition to union organization would come either from our board or from myself, but as no steps were taken by the staff to bring about such an organization owing to the wide differences between such kinds of work as pottery, gymnasium activities, or music and consumers' education, no union was formed. But where the executive herself is only the chairman of the staff group and the group itself is composed of all kinds of work including maintenance work, the old classifications which may be solved through union techniques break down. And there emerges a new type of management—namely (1) the overall decisions of the board which is legally responsible and which also has, in our case, always had members of the staff and of the neighborhood as board members, and (2) staff decisions with the headworker as chairman and all other group leaders making action decisions jointly.

But further democratization is contemplated. We have for many years had a representative elected by the House group members to sit on the board. And always we have had neighborhood board members, not chosen however separately as in the case of the club membership. Now, however, it is evident that neighborhood organizations must rely more heavily on neighborhood support. The older days of work for "the neighbors" are passing. These "neighbors" are now going to high school and college and earning often a higher income than staff members. There are still great population sections economically submerged, but as we advance not only shall we see increased government action but also an increased wish on the part of the low income group to solve their own difficulties.

The primary purpose of the settlement (see my article in the June 1943 number of the *Survey Mid-Monthly*) is to plan for a neighborhood organization to meet local needs. This takes the settlement into social action of many kinds. But this work of plan and action has to be recognized of value in the practical areas of neighborhood support and participation. Even in the poorer neighborhoods there is the possibility of joint action on the part of the people who pay the bills, who carry on the work, and who are the recipients of educational and social benefits. . . .

Mary K. Simkhovitch, Director, Greenwich House, New York City.

Social Workers in Civilian Defense

The subject of social workers in civilian defense is one to which most AASW members must have been giving at least passing thought during the past year. Whereas interests were general and the calls for services were in the area of protective programs—air raid wardens, auxiliary fire and police, etc., the emphasis in OCD has changed markedly since the fall of 1942.

Today the program of the Civilian War Services Branch of the U. S. Office of Civilian Defense is of major significance to social welfare. It well deserves the thought and support of AASW members.

The Civilian War Services activities of OCD are engaged in coordinating wartime

community programs of child care, recreation, housing, service to service men, nutrition, consumers health and allied problems through the medium of local defense councils. Social workers know that the wartime aspects of these problems are part and parcel of their everyday existence. Child care may have urgency today because a mother cannot, and should not, produce at a machine while her child is neglected. Yet the need for a program in child care existed before the war and will be with us after the peace is won.

Social workers will find challenges in many features of the problems. There are two phases of the present program that can be mentioned. First, the defense (or war) council in a local community, is a mechanism for community organization which ought to claim the interests of any professional worker in that field. As a means of bringing various and divergent elements together, the defense council is doing what community organization people have talked about for years. Whether it will succeed in its goals, whether it will have lasting results usable after the war, are piquant questions. Certainly the experiences of men and women who are schooled by years of training and work in that field should be made available. This is the least they can give to the country's war effort. The challenge exists on a local level in every defense council throughout the nation.

The second phase is to be found in the new lay leadership emerging in war services activities. These persons would in time be the strongest exponents of the lasting social work values AASW represents. Much has been said about broadening the base of lay participation, of overcoming the negative interpretations of social work, and of the need for recognition of it as an established profession. In the various committees and activities of civilian defense war services, one can find hundreds of persons in their own back yards who are keenly interested in basic social welfare results. Driven by the war tempo, they are actively contributing in the area of welfare work.

A resident settlement head worker who has for over twenty-four years fought, with some success, for a better opportunity in life for her neighbors, stated recently that the block plan of organization has amazed her in revealing latent leadership on her own street. She is proud to serve as a lieutenant under a man

who never used the agency, but who as block leader is achieving community cohesion and drive which is both wholesome and lasting. Such leadership and interest on the part of lay persons from all walks of life is not uncommon in civilian defense. As a phenomenon, it is well worth watching. As a positive plan, it is well worth seeking.

Much more can be said on the entire subject. For the purpose of this discussion, the basic challenge should be clear to social workers. Those who wish to actively contribute to the war effort at their highest level, need to explore the opportunities latent in the war services branch of civilian defense.

Sidney B. Markey

(Mr. Markey who submits this statement as a member of the Association, is serving as Civilian War Services Advisor for Region 5 of the OCD, on leave from his position as Headworker of Friendly Inn Settlement, Cleveland, Ohio.)

Commonwealth Fund Fellowships

The Commonwealth Fund of New York has made a grant to the University of California to provide for a number of fellowships for graduate students specializing in psychiatric social work during the academic year 1943-44, carrying stipends up to \$600. Qualifications include: completion of a year of graduate study in social work, good academic record, evidence of suitability for practice of psychiatric social work and evidence of some need for financial assistance.

Application should be made to the Dean of the Graduate Division, University of California, Berkeley, not later than January 1, 1944, for the spring term.

We are passing along a suggestion from Isidor E. Offenbach, chairman of the Connecticut Chapter: that members of the Association who are new in a community, especially those who may be in Army or Navy schools and training centers, can find out if there is a chapter of the AASW in the vicinity by making inquiry at the local council of social agencies.

The Puerto Rico Chapter has been devoting a good deal of effort to establishment of an Insular Department of Public Welfare. The chapter addressed a number of public authorities last year and more recently told us that "The Board of Directors of the chapter is engaged at present in the preparation of a memorandum to be presented to the Reform Committee emphasizing the need of creating this new Department. At present welfare services are being rendered by different government agencies whose programs are uncoordinated and insufficient to cover adequately the welfare needs of the Island. The need for the creation of a Department of Public Welfare that will coordinate existing programs and create new essential services has been recognized for the last ten years by various civic and professional organizations and government authorities in our community."

The chapter also reports a well attended meeting this summer—at which Conrad Van Hyning, new Area Director of the Caribbean Area for the Office of Community War Services, discussed the program of that Office.

THE American Association of Schools of Social Work has recently moved from Pittsburgh to 1313 East 60th Street, Chicago 37, Illinois. Miss Leona Massoth continues in the position of executive secretary.

Walter West With USS

Members of the Association will be interested to know that Walter West, former executive secretary of the AASW, is now regional director for North Africa of the United Seamen's Service, with headquarters at Casablanca.

Mr. West is managing residential clubs for merchant seamen, assisting in establishing such clubs in various localities in North Africa, helping in the repatriation of torpedoed seamen and managing various personal services for the men of the merchant marine. It is likely that he will see much traveling before the war is over, as it is the policy of the USS to follow on the heels of the armed forces.

UTILIZING AVAILABLE AND NEW PERSONNEL

(Continued from page 10)

purposes, but the extent of its practical service is not possible to evaluate at this time. The Roster experience should be reviewed in order to determine whether this is the type of instrument which can be made more effective.

With the "Job Freeze" order applicable to the field of social work, there seems to be additional need for clearance and direction of personnel requests in order that most essential needs can be met. This brings up again the urgency of some plan by which the U. S. Employment Service can be related more effectively to the flow of professional personnel in the field. The experiment in California in which the professional organizations played an active part merits study by the AASW in order that its significance may be clarified.

A national recruitment program is greatly needed. To date the schools of social work and the professional organizations have had little experience in recruiting. Such programs are underway at this time, but they are limited in scope and inadequately financed. The American Association of Social Workers, American Association of Medical Social Workers, American Association of Psychiatric Social Workers, American Association for the Study of Group Work, and the American Association of Schools of Social Work are relating their efforts through the Wartime Committee on Personnel in the Social Services, with a goal of 10,000 students for the professional schools. The responsibility in the recruiting area is clearly one in which the organized professional associations should have an increasingly vital part.

These problems refer again to the need for a clear recognition of the place of professional social work service in the war effort. This is indispensable to any plan for dealing effectively with shortages. Any hope that employment in a social agency is to be declared an essential war activity has been dispelled for the moment by the specific definition of deferrable occupations in Selective Service Bulletin Number 44 which describes the overseas field director of the American Red Cross as the one person eligible for deferment. Stabilization of personnel in certain social agencies, however, is possible through direction by the local area War Manpower Commission action.

The profession of social work is still predominately a women's profession. If less so than formerly, it will become more so for the duration of the war. Furthermore, the essential nature of the occupation will determine whether or not women will continue to contribute their services or whether they will be drawn into industry. It will also determine the extent to which the public and legislative bodies will see in the maintenance of the social service structure an important and essential part of the present program.

It is impossible any longer to hope for a blanket declaration of all social services as essential. Efforts to define the essentiality of certain occupational titles within the field should be furthered. Among them is the recent undertaking of the Wartime Committee on Personnel in the Social Services. After careful study, the committee has recommended that family and child welfare services, medical and psychiatric services, youth services, and community organization and social planning should be recognized as essential and also within them the occupational titles of executive, supervisor, staff worker, field representative, consultant, teacher, and research worker, designed for guidance of Selective Service Boards and U. S. Employment agencies in implementing directions of the War Manpower Commission.

General Considerations

Any consideration of the method of training personnel for the present or the future must begin with realization that the schools have never even in the period of highest enrollment met the minimum demands of the market. The recruitment of personnel in the field has been and remains only in part the recruitment of graduates of the school. In retrospect a number of questions can be raised with reference to the wisdom of maintaining standards within one segment of the field only.

As a general philosophic principle the profession has supported the conviction that a professional basis of performance within the services could be obtained only by adherence both by the American Association of Social Workers and the American Association of Schools of Social Work to professional education at the graduate level as defining the type of preparation which is indispensable. Yet the membership of the American Association of Social Workers numbers only eleven thousand while the number of social workers

enumerated in the last census was seventy-nine thousand and certainly passes the eighty thousand mark today. The situation is seen more realistically if the standards for merit selection in the various states are examined. While there is encouragement in any examination of specifications for positions at the higher levels of supervision and in many instances for those of senior case worker or visitor, the pattern of selection for the beginning positions takes little if any account of professional education as it stands at the moment. The significance of this picture cannot be ignored any longer.

A second method of raising personnel standards is to analyze the field as a whole within at least the limits of those agency services which are defined and accepted, and to devise a scheme of training and education which will envisage what can be done at the beginning level of recruitment in the agencies, what can be done by the individual who has had partial professional education, and what can be done by the graduate of the professional school who desires additional preparation for supervisory and executive positions. The difficulties involved are numerous and are recognized as such. Furthermore, such a plan cannot be operated without a system of licensure so that the individual can progress from one level to another as he is prepared to do so through the educational process and so that agencies desiring to develop standards can relate their personnel policies to some type of certification. As an example of this scheme, a worker with an A.B. degree and certain background in the social and biological sciences would be eligible for the lowest certificate; the worker with this equipment plus one year of graduate study, for the next certificate; and the worker with the professional degree from a school of social work, for the third, and so on.

However complex, this proposal merits consideration for a number of reasons: The demand for social work personnel is greatly accelerated beyond any possibility of being met by the existing or potential sources of trained persons. In part as the result of failure to meet these problems, the facilities for professional education at the undergraduate level

are increasing and are threatening the existing standards of professional education. Under merit systems large numbers of persons, especially in the lower levels of employment, now have tenure and demonstrate competence in their jobs as defined at present.

There is little disagreement with the principle of such a program, but its relationship to recruitment and employment in the agencies will find us far from agreement as to what is best to do. Possibly a beginning can be made within the framework of certain merit systems where the place of professional education is recognized. Study and analysis might throw light on desirable next steps. Although they can be a part in the working out of some such scheme, this is a task which lies outside the province of the schools of social work. The responsibility is that of the profession.

In working out these problems, the schools of social work, the agencies, and professional organizations are handicapped by the lack of unified leadership which can speak for the field. Within the framework of the social services themselves, a professional basis of planning is in the very early stages of development. Such a basis has been established in medical and psychiatric social work where, it should be remembered, the relationship to the older profession of Medicine and Psychiatry is a powerful influence. In all other areas I believe it is fair to say that planning is in part professional but to an important degree "agency auspice." During World War I, it was almost entirely agency, but the establishment of the American Association of Social Workers, the American Association of Psychiatric Social Workers, and the American Association of Medical Social Workers since that time has brought a potential new force into the picture. The present period seems to be characterized by confusion between the two so that a single unified leadership and interpretation does not exist.

In spite of the difficulties inherent in the situation, it is to be hoped that the professional organization can place this in the foreground of its objectives and make all possible progress to that end.

Personnel Wanted

The Washington State Personnel Board has announced examinations for the following positions in social work, for which there are no residence requirements:

Visitor C.....	\$140-160 per month
Visitor B.....	160-190
Children's Worker C.....	140-160
Children's Worker B.....	160-190 (unassembled)
Children's Worker A.....	190-220 (unassembled)
Case Work Supervisor A.....	190-220
County Administrator III.....	280-320
Supervisor of Staff Development III.....	280-320 (unassembled)
Supervisor of Social Services I.....	280-320
Social Service Consultant II.....	250-280
Medical Social Worker B.....	160-190 (unassembled)

Application blanks are available from Harold A. Lang, Supervisor, Washington State Personnel Board, 1209 Smith Tower, Seattle 4, Washington. Applications will be accepted until further notice. Except where indicated there will be a written examination as well as rating of education and experience and examinations will be given in as many places and at such times as practicable.

The Department of Civil Service and Personnel of the County of San Diego has announced an examination for Assistant Probation Officer, Grade II, (Salary \$213 to \$232 per month) for which residence requirements have been waived. Applications will be received until further notice and the date and place of the written examination will be by special arrangement with the applicant. Application forms are available at Room 212, Civic Center, San Diego, California.



RECEIVED
DIVISION OF CHILD WELFARE

OCT 8 1943

DEPARTMENT OF PUBLIC WELFARE